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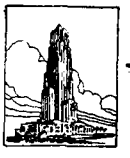

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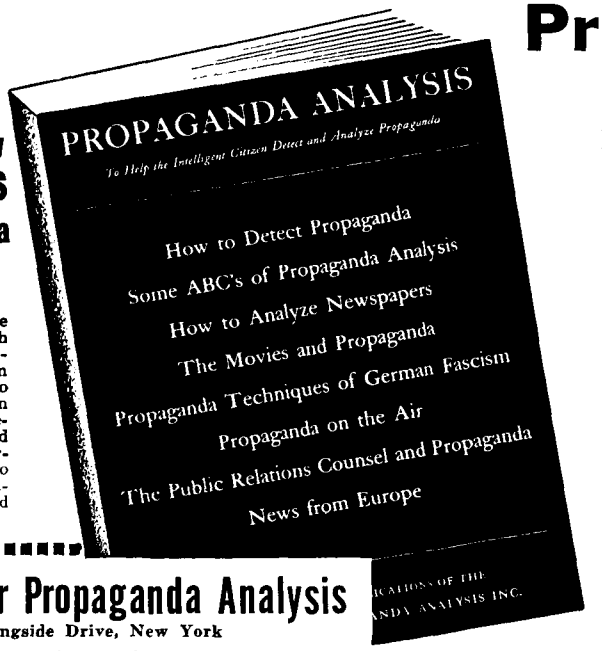
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JUNE 1939 CONTENTS VOL. LXXV No. 6

The Hybrid WPA.....DON D. LESCOHIER 167

In the Sun of Civil Service.....KATHRYN CLOSE 170

Social Work Education and Practice.....MARION HATHWAY 172

Practical Cooperation Fills a Gap.....
HENRY T. SAMSON and FLORELLE G. HAWLEY 175

The County Worker's Job
Our Guilt-Edged Insecurity.....JOSEPHINE STRODE 177

Random Cogitations .....LOUIS TOWLEY 178

Here in Washington.....GLEN LEET 179

Team Play for Refugees.....PAUL KELLOGG 180

The Common Welfare 181

The Social Front..... 183

Among the States • Relief and WPA • Youth and Education • Jobs and Workers • Interstate Migrants • The Public's Health • Concerning Co-ops • Job Insurance • Recreation • Professional • Divers Good Causes • People and Things •

Readers Write 193

Book Reviews 194

The Pamphlet Shelf..... 199

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So They Say

• The limit of the voter's attention is the limit of democracy.—JOHN THOMAS SALTER *in Boss Rule.*

• Hard work has stunted the growth of children, but it wasn't hard work with the mind. —MILTON S. MAYER, *Chicago, in Harpers Magazine.*

• A specialist is not a narrow person but a broad person sharpened to a point.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• Sometimes I have thought of hell pictured as an everlasting committee meeting on a good cause that could not be brought to pass.—THE REV. SHAILER MATTHEWS, *Chicago.*

• Organized crime is a greater menace to this country's institutions than communism, anarchism, syndicalism, fascism and Nazism all rolled into one.—JUDGE CURTIS BOK, *Philadelphia.*

• If you lose confidence in the people you might as well fold up.—THE REV. JAMES J. TOMPKINS, *founder of the Nova Scotia cooperative movement, to the American Association of Adult Education.*

• You cannot impose upon people a brutal regime of selection by political and economic repression, interspersed with periodic pogroms, without effecting a concentration in that people of all the mental and physical qualities that make for survival.—PROF. EARNEST ALBERT HOOTEN, *anthropologist, Harvard University.*

• The path of tolerance is never unencumbered by ignorance and prejudice.—OSCAR I. JANOWSKY *in Survey Graphic.*

• To say that youth is happier than maturity is like saying that the view from the bottom of the tower is better than the view from the top.—PROF. WILLIAM LYON PHELPS, *Yale University.*

• Although my house looks clean and prosperous from the outside you will find evidences of lack of clothing and food in my interior.—*Letter to the Indiana State Department of Public Welfare.*

• To a very large extent social problems arise out of the scheme of values held by the community. Poverty is not a "problem" in China, nor illegitimacy in Jamaica; nor was war a "problem" for the Sioux Confederacy. —PROF. FRANK H. HANKINS, *Smith College, in American Sociological Review.*

• Under a dictatorship the problem of education is relatively simple. What is expected of totalitarian education is merely the production of human cogs that will not presume to think or act except as the dictator may order. . . . Education for democracy is quite another matter. More time must be given to the education of a free man than to the training of a slave.—ALVIN JOHNSON, *New School for Social Research.*

• It takes more than social work to work in that department. It takes brains.—*Overheard in a bus by Genrose Gehri, Chicago.*

• Unless we have abundance for all, the abundance of others is threatened.—*"A farm woman," to Henry W. Wallace, Secretary of Agriculture.*

• The most liberal man has to guard against the temptation to put into effect liberal aims by totalitarian methods.—STRUTHERS BURT *in The Forum.*

• The incitement to democracy by and for Americans is quite as much a part of national defense as a building program for the navy and air force.—RAYMOND GRAM SWING *in Survey Graphic.*

• The chief function of censorship is to produce a vacuum, later to be filled by propaganda.—C. M. WEIR, *commissioner of education, British Columbia, to the American Association of Adult Education.*

• Too many men are becoming increasingly willing to die for too many different ideas, and the worse the idea is the more eager they seem to be to die for it.—JOSEPH WOOD KRUTCH, *Columbia University.*

• The success of democratic institutions is measured, not by extent of territory, financial power, machines or armaments, but by the desires, the hopes and the deep-lying satisfaction of the individual men, women and children who make up its citizenship.—PRESIDENT ROOSEVELT *to the White House Conference on Children in a Democracy.*

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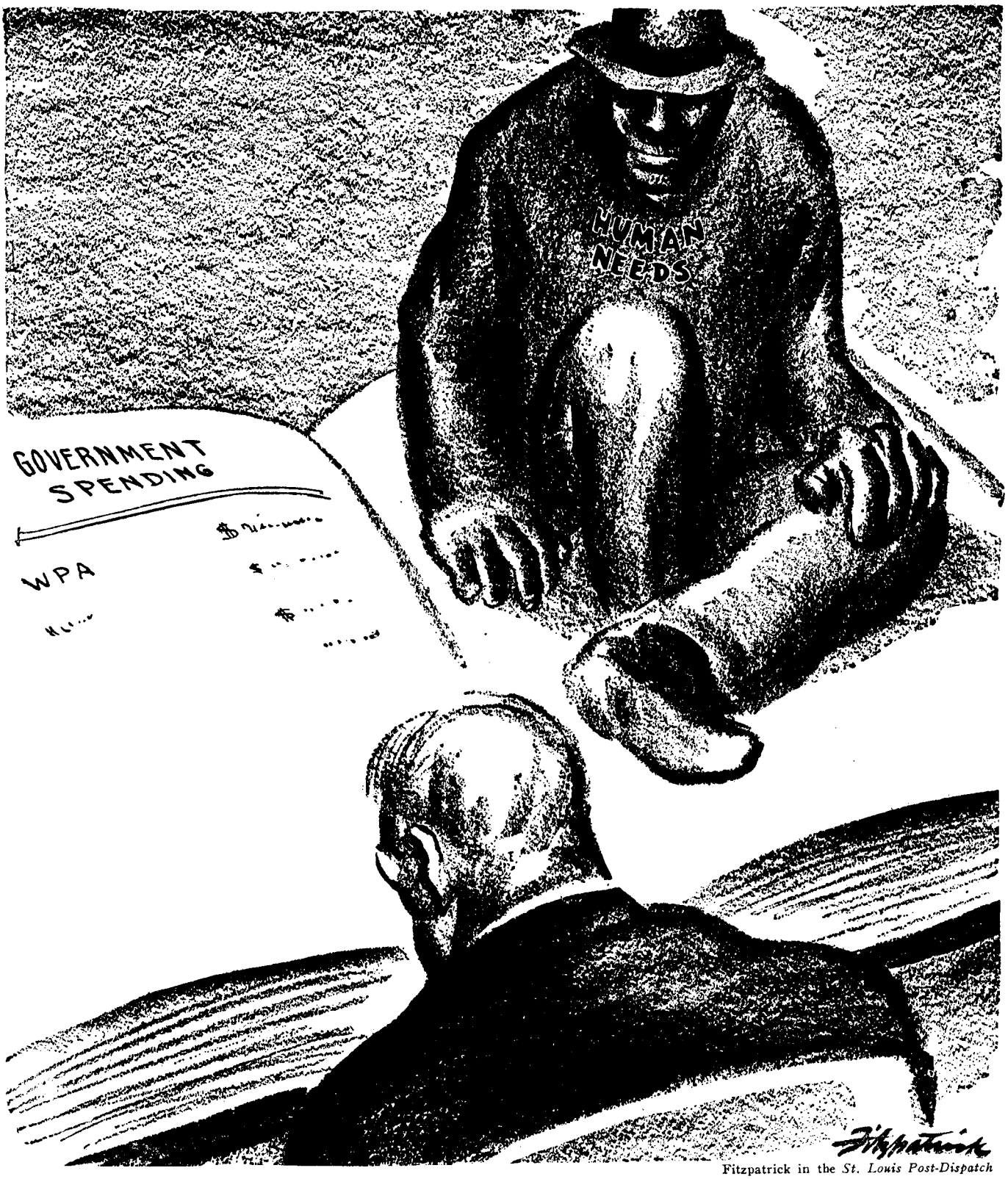

Fitzpatrick in the *St. Louis Post-Dispatch*

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SURVEY MIDMONTHLY

JUNE 1939

VOL. LXXV NO. 6

The Hybrid WPA

By DON D. LESCOHIER

Professor of Economics, University of Wisconsin; Director Research Staff, Advisory Council Works Progress Administration, New York City, August, 1938—March, 1939

WORK relief has been front page news for nearly four years. Its virtues and its faults have been aired and often exaggerated. Public feeling about it ranges from blind hostility to blind enthusiasm. As a basis of public judgment emotion has supplanted dependable information and dispassionate appraisal, and clear understanding of what work relief is and is not, what can and cannot be expected of it, has become pretty thoroughly obscured.

Most of us seem to agree that work is the desired "American way" of relief for able-bodied persons not covered by unemployment compensation. Properly managed, it conserves their work capacity, preserves their self-respect, and makes a return to society for the funds expended.

Work can be provided by public works or by work relief. Public works are construction jobs done by governmental agencies under the contract system and by ordinary construction methods. For twenty-five years there has been vigorous agitation to expand and contract public works to counterbalance the trends in private construction, both to relieve unemployment and to counteract the swings of the business cycle. But experience, both at home and abroad, raises serious doubt as to whether public works can have more than a moderate effect upon either mass unemployment or the business cycle. They are too expensive to be used to relieve widespread unemployment, and they offer employment only to regular construction workers. They do not reach, except indirectly, unemployment in manufacturing, mercantile, transportation, or white collar and professional lines. Labor for them is hired in the open market and worked full time. They require a high percentage of skilled labor and extensive use of mechanical equipment. Cost of materials in any construction project always represents a substantial proportion of total costs.

It has been found extremely difficult to expand the volume of "public works" quickly. Time, plenty of it, is necessary for preliminary engineering work, purchase of sites, and similar steps necessary to large scale construction enterprises. Work relief is not affected to a similar degree by these difficulties, though it has many problems characteristically its own.

Work relief, it should be emphasized, is appropriate for only one class of people in need—employables. It is not appropriate for the aged, for dependent children, or for other unemployables, though certain "sheltered work" for the handicapped is feasible and has been provided to a limited extent in various cities.

Until the depression, work relief in this country was practically unknown except for a few modest demonstrations. Between 1930 and 1935 public work relief projects were financed locally, sometimes with a state or federal subsidy, and in all cases were managed by local or state governments. The nationalization of work relief in 1935 by means of the Works Progress Administration was a unique experiment. Here the local or state government initiated each project and became the "sponsor." The federal government paid the labor costs and part of the cost for materials and equipment, and managed the work. The sponsor paid only non-labor costs.

Work relief is a hybrid. It combines relief and work. The basic reason for the difficulties encountered in operating a work relief program is that the considerations which govern the granting of relief and those which determine the efficiency of work are utterly different. It is not possible to fulfill the criteria of a good relief program and at the same time to attain full efficiency as a work program. Two such disparate factors cannot be combined.

THE labor supply of a work relief program consists of "the unemployed," whoever they may be, whatever their occupational or personal characteristics. WPA may not hire even unemployed persons unless they actually are on relief. Much less can it obtain especially qualified workers by hiring them away from some other employer as private employers frequently do.

Since the unemployed on relief are a heterogeneous lot of people, coming from all industries and almost all occupations, and since WPA must provide work for the kinds of people they are, the selection of work to be undertaken must be determined largely by the characteristics of the labor supply. This is exactly opposite to what happens in private industry where the kind of products determines the kind of workers sought by employers. At the same time,

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WPA is restricted to doing socially useful work on public premises, and may not produce products for sale in the market. These principles so narrow project selection that it is difficult to carry out another basic principle of the WPA law, that the work supplied be such as will conserve the skills and work habits of the persons in the jobs. This last principle is sound, of course, but the sheer bulk of WPA makes it exceedingly difficult to apply effectively.

Few people realize the complications which have arisen because of the wide diversity of skills, work experience and personal types among the unemployed on relief—males and females, whites and Negroes, laborers, mechanics, proprietors, white collar and professional workers. In contrast is the narrow range of industrial activities permitted to WPA. On June 30, 1938, there were among the 133,304 male "certified" workers in the New York City WPA, 5513 who came from 18 professional and technical fields; 6680 who had been proprietors or managers of 18 types of business; 5453 salesmen; 26,906 skilled construction workers from 24 trades and 6752 skilled manufacturing workers from 36 occupations; 12,283 semi-skilled construction workers of 23 types; 21,176 semi-skilled factory workers from 117 kinds of manufacturing employments; 22,376 unskilled laborers; and 11,863 men from domestic and service occupations. The female certified personnel was just as diverse.

TWO thirds of these people working for the New York City WPA were in jobs sufficiently similar to those they had had in private employment that it could reasonably be said that their previous skills were being conserved in whole or in considerable part. Many others were learning new skills presumably marketable when private industry picks up.

The query, "Who should be eligible for work relief?" raises searching questions. Under the provision of the WPA act, no one is eligible unless he proves that he has no other adequate means of support and no relatives legally bound and financially able to support him. The responsibility for proving these facts rests positively upon the applicant. A maximum of 5 percent of the total personnel of any project may be hired without reference to need, but with these small exceptions no person can obtain WPA work who (according to the standards set up by his community) can support himself or who has property that might be sold to support him. In substance, this means that a person must drop to the level of destitution before he can be taken on by WPA.

The wisdom of this policy is open to serious doubt. The advisory council of the New York City WPA, a group of leading business men, declared in its report of its recent study of public assistance that "the present means test should be liberalized so as not to require complete exhaustion of family assets. The applicants should be permitted to retain ownership of homes, minimum life insurance policies or other small savings in accordance with standards determined by administrative agencies." As a matter of fact there isn't much sense to a system that compels a family to lose its home, its life insurance, its personal property and its self respect before the government will permit one of its members to be employed on a public work relief project.

The only justification for a rigid means test as a prerequisite for WPA employment seems to be that liberalization would increase the number of potential applicants for work relief, and would compel a more extensive program at greatly increased costs without removing any larger proportion of cases from the direct relief rolls. But it is doubtful whether the long run increase in society's burden would be equivalent to the social costs involved in our present policy of destroying the remnants of financial security and breaking down the self-respect of a multitude of families by basing work relief upon a rigid means test. The responsibility for the present situation rests, of course, squarely upon the President and Congress. It is not a matter concerning which WPA administrators have any discretionary control, a fact which often is misunderstood.

Wage policy has been and is one of the knottiest problems in work relief. Employers demand that the earnings of relief workers be kept below those in comparable private employments. Taxpayers want all relief costs kept at a minimum. Labor unions want prevailing wage rates protected and insist that low wages on relief work will drag down the level of wages in private industry.

Experience in other countries with substandard wages on work relief seems always to have led to two results: unending pressure from labor to make work relief wages conform to market standards, and a deleterious effect upon efficiency on the work projects. People will not give standard output for substandard wages.

But bad results are not due entirely to the psychological reactions of relief workers. The persons who have been accepted by WPA in the United States have been, on the whole, inadequately or undernourished at the time they were hired. They were "relief cases." The "security wage" of WPA has not permitted its workers to build themselves up physically and to attain their potential levels of productivity.

The security wage scale for unskilled jobs in the New York City WPA was $49.50 to $60.50 per month in 1938—the highest WPA common labor level. Actual average earnings of WPA laborers approximated $60. Seventy-three percent of the project personnel in New York City were on common labor jobs, which means that three fourths of all the WPA workers in the city were earning only a little more than the home relief allowance for a family of four persons. Semi-skilled workers could earn from $58.50 to $71.50. Approximately 80 percent of the entire WPA labor force were earning below $70 per month.

The combined effect of limiting the monthly earnings of WPA workers to a fixed security wage while paying them the hourly rate prevailing locally for similar work in private employment has resulted in limiting the number of hours worked per month. For example, a skilled mechanic limited to a security wage of $85 per month and paid a "prevailing rate" of $1.50 an hour can be employed only 56⅔ hours, or 7 eight-hour days, per month. This has two effects: the worker must be idle three fourths of the month, and four WPA mechanics are necessary to do a month's work on the job.

WITHOUT underestimating the undesirability of such irregular work, it is fair to ask why it is more demoralizing for a WPA man than for a mechanic employed with equal irregularity in private employment. Many a building mechanic in many a year works less than a hundred days.

The shift system forced upon WPA by these wage policies is one of the most serious causes of low efficiency on WPA work. It is particularly serious at the supervisory level. Crews which have three or four different foremen per month cannot work as effectively as under continuous

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foremanship. The foremen themselves cannot develop their full interest and skill when they work a week or ten days, turn the job over to someone else, and after a couple of weeks try to pick it up from another foreman.

The payment of the prevailing rate, if coupled with full time or nearly full time employment would mean cutting down the number of people provided with work and curtailing the effectiveness of the program in combating widespread unemployment. This is precisely the reason why "public works" cannot be used to combat mass unemployment. If labor believes in work relief and also wishes to maintain the prevailing hourly rate policy, it will have to accept limitation of weekly hours in order to spread the work over a large number of the needy unemployed.

Many people maintain that the majority of WPA workers are better off than they were in private employment. Examination of the actual monthly income of WPA workers in New York City, and comparison with the monthly incomes of similar persons working in their usual occupations, shows this to be an illusion. While many individuals find the shorter hours and, in some cases, easier work of WPA, congenial, the great majority of the workers do not want to remain indefinitely on WPA. The so-called security wage is not a security wage but merely an emergency wage, enough to tide a family over a temporary unemployment period. It is not adequate for indefinite support, as the WPA workers themselves know full well.

UNDER the law the federal contribution for materials and equipment is limited to $7 per man per month. This limitation has been one of the most important causes of less-than-attainable efficiency on WPA jobs. The theory of the limitation is that sponsors should and will pay for an adequate supply of materials, since they will own the completed public facility under construction. In reality WPA administrators have had most serious difficulty in getting adequate appropriations for materials from the sponsors, and a large part of the construction jobs have been undersupplied with materials, trucks, tools, and so on. If as many men are employed as a job can use (and the purpose of work relief is to furnish jobs), they are obliged to work at a slow pace or to stand idle from time to time because of shortage of equipment. Take, for example, men loading dirt into trucks. If there are only half enough trucks, the men on the shovels must stand around idly while waiting for trucks to return for another load. This practical detail of work relief policy and administration has been revealed by experience. It is controllable by Congress and the city governments.

Differences between work relief and private employment are nowhere more apparent than in the matter of labor turnover and of worker and executive morale. Private industry tries by all conceivable means to cut down labor turnover and increase the permanence of its labor force. WPA, by its very nature, must encourage in every possible way the separation of its employes from the organization. "Exit placement" is one of the most important duties of WPA administration. An employe who gets a chance to work elsewhere is not offered inducements to stay, as in private employment. If he does not take the other job he is fired.

High morale is an essential to high efficiency, particularly where supervision is hampered by such difficulties as the shift system imposed upon WPA by the present wage policies. But high morale inevitably leads to enthusiasm for the employing organization and a desire to remain with it. If WPA, in order to achieve efficiency, develops a high morale among its employes they may not want to leave it; if, in order to facilitate employe "separations," it neglects to build employe morale, its own work operations are certain to suffer.

What is going to happen to the work relief program? Is it likely soon to be liquidated? Will it become permanent? If the 1940 presidential election changes the political complexion of the administration in Washington and another party comes into power, what then?

The non-agricultural labor force of the United States was less than twenty millions in 1900 and over forty millions in 1935. Several millions of persons were added to it between 1929 and 1939; several millions more will be added between 1939 and 1949. The growth of our economic system which, up to 1929, absorbed the concurrent growth of labor supply, failed during the nineteen thirties to absorb the approximately six to seven millions of new workers who came into the labor market. The unemployment census of November 1937, found nearly three and a half million youths between fifteen and twenty-four years of age neither in school nor employed. Since then the number probably has increased.

To foresee the termination of work relief in this country one must be able to see where and how economic expansion in the next ten years is going to proceed fast enough to absorb the unutilized growth of labor supply of the 'thirties as well as the growth that will occur in the 'forties, and to see how work in private industry can provide for ten to fourteen million more people than were employed in 1937 or in 1929. Without such an expansion, no political party would dare terminate WPA. It might change the name, might change some of its details, might even force more of the unemployed upon direct relief, but it could not terminate work relief in the face of the situation in which the nation is now involved. The practical approach to the "problem" of WPA is not to terminate it but to correct the defects in its program, procedures and management so that its funds may accomplish maximum results with a minimum of waste.

THE record of WPA in 1938 and 1939 is very different from its record in 1935 and 1936, but a considerable portion of the press and a large number of our citizens are not aware of the fact. An initial mistake was made in trying to bring WPA up to maximum job-giving in its first few months. In New York City, 100,000 persons were transferred to work relief in the fall of 1935 without any adequate executive or supervisory organization, without advance planning of projects, without any real system of purchasing and allocating supplies, selecting and assigning labor, without any of the other things essential to running a great construction business responsible for supervising a large number of separate projects. Too much attention was given to publicity; too little to internal business organization.

WPA today is far from perfect in policy and management but it has made great progress since 1935-36. It is beginning to know how to do its job; it is improving at many points. The blunders of the earlier period and the imperfections of the present do not mean that a national work relief program cannot be effective. But to be effective it must be understood for what it is, neither relief nor "straight" work but a useful social and economic device in its own right. It can be just that, but it will not be as long as it is made a whipping boy by recalcitrant politicians.

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In the Sun of Civil Service

By KATHRYN CLOSE

ONE of the paradoxes of the not-so-late great depression was that at the same time it released an undamable flood of unemployment, it ushered in a whole new area of employment destined to engage thousands of promising young persons and eventually to furnish them a vocational foothold in life.

Timid and shaky was the vocation of public relief work when it hopped out of the box left wide open by that modern Pandora, depression. Its parentage was confused, with a strong strain of social work blood, and its birth was more or less without benefit of clergy. However it proved to be sound of wind and limb and soon began to walk and talk and demand a legitimate place in the sun.

Little by little and not without some crabwise progress the vocation is finding its place in the sun of civil service. Where that sun already shone, as in Chicago, the transition from "emergency" jobs to "tenure" was relatively simple. But in New York, where the whole matter was complicated by old laws, old prejudices, old practices, the change has been slow and difficult. Only recently have the workers in the home relief division of the Department of Welfare come finally under the standard of civil service with their functions legitimatized by law.

There are at present in the New York department 3593 social investigators all but 607 of whom have civil service status. These 607 positions will be filled from a new list as soon as a new examination, for which by the way there are some 20,000 applications, makes it available. About two thirds of the present incumbents have been engaged in relief work in the city for five years, many longer. What training they have had has been sporadic and experimental. Most of their skills and techniques have been acquired on the job by expensive but not invaluable trial and error.

Whatever the content of his job, this new species of the genus social worker does not have the title "social worker," or "case worker." Technically he is a "social investigator," not expected to do psychiatric social work, group work, child placing or any one of the dozen specialties of social work. His job is to establish the eligibility for relief of each individual family and to be aware and make use of the community resources for treating the social problems which arise out of the family's situation. But by whatever name you call him he is bound to influence in greater or less degree the lives of these families.

In New York the investigators attached to the division of home relief of the Department of Welfare have one common denominator in education. With few exceptions they are college graduates. There, however, the likeness ends, if the educational background does not. Training for the law, teaching, journalism, the ministry, engineering and even medicine is a part of the background of a number of these workers, victims of the depression as well as its opportunists. Graduated in the worst years of the business slump or forced out of schools because of lack of funds, they found the traditional callings overcrowded and unwelcoming. They turned eagerly to the only substitute they could find.

If these young college people rushed blindly into work for which they had no training and no tested aptitude, they at least were not alone in their ignorance. Vast unemployment and the sudden large scale public relief program shook the foundations under old concepts of administering relief, from both the social case work and the taxpayer's angles. There was little philosophy and no great volume of experience on which the new investigators could draw, no sound traditions on which to lean, few books to read. The first thing which came clear to them about their jobs was that no one knew much more about them than they did.

The kaleidoscopic nature of the relief organization, constantly causing upheavals in instructions and procedures, was hardly conducive to perspective. Those present investigators who have been administering relief since the opening of the Home Relief Bureau in 1932, have worked under or in connection with eight separate set-ups, federal, state and local. In one year the Emergency Relief Bureau alone had three successive directors, each with his own relief philosophy. One day the "social work approach" and the importance of knowing "what we are doing to this family" was stressed; the next, "dynamic passivity" was cast aside for "eligibility."

NO one, the investigator probably least of all, had any conception that a new calling slowly was taking form in the midst of the confusion. It was an emergency job both from the city's standpoint and from the investigator's. The latter was probably aware that he was being pulled in two directions at once: by the social work profession, anxious to get this mammoth off on the right foot, and by the business faction shocked and a little frightened by what it all represented in cold, hard cash. He was probably unaware that these two strings had the ultimate effect of keeping him in the middle of the road where he could concentrate on establishing eligibility and rendering "such services as may promote the independence of the clients." This latter phase of his job he learned from a growing familiarity with the general character and traditions of the people and the resources in the neighborhood.

This does not mean that New York City's relief administration neglected to provide direction and supervision. From the first, the Emergency Relief Bureau, set up in 1934 in succession to the Home Relief Bureau, drew on the staffs of the best social agencies for its supervisors and its administrators. But the bureau was understaffed and the investigators were bogged down in clerical duties. Reality had theory up against a wall.

Systematic attempts at in-service training were set up in two experimental districts, but these lasted little over a year and were dropped under financial pressure. However, experienced supervisors and administrators also can learn on the job, and as everybody became more used to the words "emergency" and "urgent," social concepts began to shoot off from the whirling circle of contacts—from supervisor to investigator to family and back again.

So by 1936, when the first civil service examination was being prepared for the positions of social investigator, assurance had developed not only in ability to hold the job

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but in ability to handle it. The duties that could and should be expected of the investigator had become clear enough for the Municipal Civil Service Commission to gather them together in a definition:

Under supervision—and in such a way as to strengthen the integrity, self-respect, initiative, self-confidence, cooperativeness and responsibility of applicants—to make home investigations of applicants for public assistance and to question other sources of information such as former employer, banks, insurance companies and social agencies in order to establish the eligibility or ineligibility of these applicants for public assistance under city and state laws; make reports as to granting such public assistance to eligible applicants and discontinuing assistance when recipients are found to be no longer eligible; recommend granting such supplementary services as the household management, employment, insurance adjustments, etc.; detect problems which fall outside the employing department's scope of work and to endeavor to make appropriate community resources available; record essential data in case records in concise, intelligible English; write clear, legible longhand; perform the routine and clerical part of the work efficiently; perform such other related work as may be required.

On December 30, 1936, 10,000 persons gathered in high-schools throughout the city to take a three-hour competitive examination for approximately 4000 jobs. Eleven months later the eligible list for social investigator was promulgated. It included two thirds of the Emergency Relief Bureau incumbents. When 800 appointments were refused the list was exhausted, so that today it is necessary to carry on the payroll as provisional appointees 607 of those who failed to qualify. On January 1, 1938, the "emergency" went out of relief in New York when the ERB became the division of home relief of the Department of Welfare, long a civil service stronghold. The consolidation proved to be a perfect example of tail wagging dog, since the old department employed only 716 persons in some social work capacity and the new division employed over 3500 investigators alone.

NO story of the rise of the relief worker is complete without mention of the union, once connected with the American Federation of Government Employes, AF of L, now with the State, County and Municipal Workers of America, CIO. At present the two locals in the Department of Welfare lay claim to a 90 percent membership—excluding the 3000 clerical workers who are being dropped from the department because of failure to pass, or ineligibility for the civil service examinations. Local No. 1 is open to investigators and all clerical workers; Local No. 75, to all grades of supervisors.

It is safe to say that the union, which itself went through many developing phases, was one of the main driving forces behind the development of the once unstable employe of a mistrusted, temporary organization into a permanent staff member of a recognized department carrying out an important function of municipal government. For three years the district council of the SCMWA plugged for civil service and for the blanketing in of all ERB employes. Civil service they won, not being alone in the recognition of its advisability. Though they did not win their plea for civil service status for all incumbents without examination they did gain credit weights for experience—70 percent toward the first investigators' examination, 50 percent toward the supervisors' examinations. It was the union which drafted the Hendel Act which regulated the procedures of the Municipal Civil Service Commission in promulgating the lists. This act in addition to setting up special experience credits for ERB employes, provided that only those examinations given after its passage could be used for Home Relief Division appointments. Its effectiveness since has been nullified by the courts, but as it was not challenged until after the investigators received their appointments it was effective long enough to hold them above the deluge of outside competition.

SECURITY of the relief investigator was but one phase of the dignity to be found in civil service. Along with that security came opportunity for advancement, formerly as elusive as personality, now anchored firmly to examinations, rules and lists. First chance at this more dependable opportunity appeared in the spring of 1938 with the examination for 473 jobs as assistant supervisor. It was seized upon by nearly 1000 investigators in addition to practically all of the acting assistant supervisors. Of the investigators 150 made the list sufficiently near the top to receive permanent appointments. Outsiders rated another 150 of the appointments. Incumbents rated less than half of the total. Many of the assistant supervisors also had taken the investigator's examination and so could be demoted when they failed their own. Those who had not, were perforce let out of the department.

After assistant supervisor the next step up the personnel ladder in the Department of Welfare is the position of case supervisor—or supervisor, grade 3. Herein lay the first weak rung encountered by the old ERB case work staff. Those who fell—through no fault of their own—were thirty-five case supervisors who were among the social workers "borrowed" from private agencies back in the days when the ERB was trying to bring order out of chaos and set up standards for its work. Some of these "borrowed" workers had not returned to the private agencies, preferring apparently to cast their lot with the public. In any case they took—and passed—the civil service examination for grade 3 supervisor, whose duties are to supervise the work of 150 investigators and to perform certain administrative tasks. But the rung was cut by a fine technical thread and they were hurtled off into space. The thread appeared in the form of an old promotional list which had been promulgated from the results of an examination given to employes of the welfare department's old line divisions—old age assistance, the blind, veterans, dependent children (foster home placement). At the time this examination was given it was intended to apply only to promotions within these categories, as they then were set up in the Department of Welfare. After the consolidation with the ERB the persons on this old list saw the chance for immediate appointments to better positions and went to court with the plea that the duties of assistant chief investigator, for which they were waiting, and supervisor, grade 3, were essentially the same. In a decision reversing a ruling of a lower court, the appellate division of the state supreme court held that the positions *were* essentially the same and should be filled from the lists of the old promotional examination that the relief supervisors of course had never had the chance to take. This opinion had a precedent in a court decision in favor of old division promotional clerks suing for the jobs of home relief grade 3 clerks. The latter, with years of experience in the ERB, could not even take an examination and now are being let

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out of the department. These were the court actions that wiped out the effectiveness of the Hendel Act.

But if civil service turned out to be the Waterloo of those supervisors who helped the city's relief administration attain maturity, in future it probably will act as safeguard both to the employe and to the Welfare Department. With lengthening experience in his own job, the employe, under the plan now in operation, becomes eligible for examination to the next highest position and in time might climb from being a $1500 a year investigator (maximum, $1799.99) to a $3000 or $4140 senior supervisor—grade 4, usually a district administrator.

However, the union, although it initiated the fight for civil service and has been closely connected with each phase of the transition, does not view civil service as an unshakable basis of security for the public welfare worker. Security to the SCMWA means, in the main, economic security for the individual worker. Civil service only supplies a degree of such security through the implication of permanency. Much of this permanency, in the union's point of view, is false since it is dependent on the city budget. Therefore, the SCMWA sees before itself an important and perpetual function in campaigning for budget adequacy. However, preoccupation with economic standards and working conditions does not wholly eliminate professional standards. The latter, union heads maintain, are secondary only because they naturally follow the former.

On the other hand, from the Department of Welfare's point of view, there is the danger that the effects of civil service might settle into stagnation. The department already has taken steps to prevent this by spreading through its divisions a broad, though perhaps thin, in-service training program open to all its employes. The program consists of a voluntary course for all civil service appointees—guards, clerks, investigators, supervisors—and gives them the chance to become familiar with the workings of every division. A more specific course is available to the assistant supervisors, designed to help them, through weekly two-hour discussions, to develop the confidence and judgment necessary for supervising eight to fifteen investigators and for making "decisions regarding the issuance of relief and the giving of other services." The discussion groups are led by grade 3 and grade 4 supervisors, trained social workers with the best school of social work education, who have been through the public welfare mill.

Under the present civil service arrangement future supervisors and administrators probably will be drawn from the ranks through promotional examinations. If this discriminates against the "professional" social worker it takes especial cognizance of the "professional" public welfare worker: the college graduate (or less educated person with additional social agency experience) who has served his internship as investigator and assistant supervisor and has received training through courses offered within the department. Such a person may not be a social worker by technical professional definition, but through experience and study he has become a specialist in public welfare administration. Should anyone question the word "study" he might try going cold to an examination prepared by New York's Municipal Civil Service Commission.

Social Work Education and Practice

By MARION HATHWAY

Executive Secretary, American Association of Schools of Social Work

THE profession of social work is challenged by the need to scrutinize practice in relation to new and changing demands in the field. Expansion in the public social services has created a shortage of trained social workers or those with preparation broad enough to be adaptable to new situations and has brought into the field many workers trained on the job to meet the requirements of particular agencies. At the same time the area of the profession has been enlarged by new responsibilities and activities.

Schools of social work have been affected profoundly by these developments. They have had to confront demands which no professional school was prepared to meet, and have been forced to reconsider the field for which they should be preparing students. Civil service and merit systems have raised the question of the relation of recruiting and promotion methods to the objectives of professional education, while the threat of new educational efforts, some with an unrealistic emphasis upon specific tools, has provided a further impetus to reexamination by the professional schools of what they are teaching and why.

The increasing interest on the part of practitioners in the study of professional content and on the part of educators in the objectives of professional education converge at a most appropriate time. Practitioners and educators are members of the same profession. Broadly speaking its primary reason for existence is the development of service to individuals. This calls for personnel equipped to serve the individual in present day society. Of mutual concern to practitioners and educators is that phase of professional activity which Flexner described as the development and transmission of a communicable technique through educational channels. I will discuss a few of the new questions.

UNDER WHAT AUSPICES SHOULD PROGRAMS OF PROFESSIONAL EDUCATION BE ESTABLISHED? The first schools of social work had no connection with other educational institutions. But the trend toward university affiliation soon appeared. Today all but two of the accredited schools in this country are integral parts of colleges or universities. The reasons for the continued independence of the New York School of Social Work apply only to that situation, and are not tenable arguments for such status elsewhere.

While today a new school is not encouraged unless it can be affiliated with an educational institution of accredited standing and resources, a mere connection with such an institution is not considered sufficient. The accepted graduate level for education in the field and the dependence of the curriculum upon the resources of the medical and law schools and supporting social science departments, justify the encouragement of efforts at education for social work only by universities and colleges able to provide this framework at the graduate level. For some time, liberal arts colleges offering no other graduate work and with limited enrollment have not been encouraged to offer professional

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education for social work. While some of the accredited schools are within this group and further exceptions may be made, the policy seems sound.

The increasing interest on the part of state institutions in entering the field raises another question: Is a professional school of social work more surely established by an endowed institution than by a tax-supported institution? The history of professional education in this country testifies to the leadership of the endowed institutions. The membership list of the American Association of Schools of Social Work indicates that the accredited schools are still largely to be found in endowed institutions, with only nine out of the thirty-five member schools now in tax-supported institutions. To some people any deviation from this situation constitutes a threat to standards.

Looking back to 1911 and 1912, when the first extension of public assistance to special groups was proposed, we find eminent leaders in the field of social work and much rank-and-file opinion opposed to mothers' pensions on the ground that public administration would mean low standards, demoralization, and waste. Today aid to dependent children is accepted as the *sine qua non* of a child welfare program. The present picture of professional education is somewhat analagous to the early resistance to mothers' pensions. Is there any justification for the fear that the extension of professional education under public auspices would mean a lowering of standards and a rejection of basic professional content?

The current movement among certain land grant and state institutions toward the establishment of schools of social work is well known. Several factors explain this development. The state institutions are charged with responsibility of serving the educational needs of the states, including professional education. Outstanding in law and medicine, for example, are the universities of Michigan, Minnesota, and Wisconsin. Expansion in the public social services and the need for trained personnel amply justify the extension of public professional education to the field of social work.

Some of the leaders in these tax-supported institutions, on examining the accredited schools, found many established in endowed institutions in large eastern centers, serving primarily an urban population and preparing primarily for the field of private social work. They noted, too, the narrow curricula in some of the accredited schools, their undistinguished faculties, and their field teaching resources limited primarily to urban areas. Here appeared an opportunity for the state institutions to lead the way to the development of broader curricula, the orientation to public social work and localization of education so that areas which are in need of trained personnel can be served.

Brief inquiry during the past few months leads to the conclusion that additional schools of social work are needed, especially in some areas not now served, even though existing facilities in other areas are expanded. Residence requirements, which are creeping into personnel specifications in many of the states, tend to localize both personnel and professional education.

Originally the location of schools of social work in large urban centers was a logical parallel development of the trends in practice. As practice has extended to the rural field, a few schools have tried to develop field practice centers in rural communities and to relate the curriculum to rural social economics. Here another question arises: Can the content of social work education be applied in several situations, or, is there a rural social work and an urban social work? If the profession adheres to the assumption that the content is applicable interchangeably, then professional curricula must be made to justify the assumption.

Professional competence has a close relationship to social perspective. Just as the schools have found a place for the examination of culture conflicts in foreign born groups and their relation to social case work and social group work, they must find room for greater emphasis upon the social and economic environments of social work. By this means, the schools will serve the real needs of the social work profession as it is practiced today. Medical schools do not train rural physicians for rural practice but educate physicians equipped to practice medicine in any type of community. Similarly, schools of social work must offer students a training broad enough to permit adaptation both to rural and urban situations.

As educators view the expansion of the public social services, they see principally the new occupational outlets for young people. The complexity of the field of social work itself is not widely understood. Few educators have been aware of the specialized nature of the social work curriculum or of its dependence upon resources for field practice. Thus some of the recent efforts toward professional training have been little more than a grouping of social science courses, and the addition of a teacher of case work who must struggle as he can with the local level of practice. A comparable educational project would be to establish a medical school where there were not opportunities for clinical teaching and internship, except those to be found in a small fourth-rate hospital. In launching a program for professional training for sound work, the extent to which an adequate faculty, administrative responsibility and field practice can be assured must be the basic consideration.

WHAT IS THE ADMINISTRATIVE RELATIONSHIP OF THE PROFESSIONAL SCHOOL TO THE EDUCATIONAL INSTITUTION OF WHICH IT IS A PART? Educational institutions finally have recognized the distinction between a professional curriculum in social work and an academic curriculum in sociology.

The social sciences contribute the basic subject matter upon which professional curricula may be developed. But the essence of professional education lies in the mastery of method and not in the accumulation of theory—a specialized training rather than continued general education at the graduate level. The clarification of this difference has led to some sharp disagreements between social workers and sociologists who, more than other social scientists, have given leadership to social work education. A number of factors enter into this difficulty. The profession has not gone far as yet in defining function, prescribing the content of education, or establishing exact terminology. The sociologist is likewise groping toward a definition of his field, and his terminology, too, is still inexact. For example, courses in community organization are taught in sociology departments and also in schools of social work; some of the accredited schools of social work still include a course in elementary sociology in the professional curriculum. Occupational changes in other fields also have complicated the situation. The mission field, for example, is contracting, and a school of religion therefore modifies its curriculum hoping to prepare for the profession of social work students who formerly entered the field of religious leadership. Similarly social scientists, aware of the narrowing opportunity

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in teaching, wish to maintain a hybrid curriculum which will prepare students for both fields.

The social work profession has not always justified today's widespread recognition by educators of the professional nature of the curriculum and of the professional leadership needed in schools of social work. There is need to stimulate research in practice, to produce a more adequate literature, to develop leadership in administration.

WHAT SHOULD BE THE CONTENT OF THE PROFESSIONAL CURRICULUM? The schools are asking: "For what fields are we to prepare? What is within the scope of our responsibility?" In some areas practice provides a definition of the field, but in others a detailed examination of current practice will only add to confusion. An authority on labor relations said recently that a job analysis of unemployment compensation administration this year would be useless next year, and that an educational program built upon a scrutiny of practice in the field would be doomed to disaster. While there is more experience to support a job analysis of public assistance, an acceptance of existing practice as a satisfactory guide would be disheartening. Recently it was suggested that the function of professional practice is to answer the "what," and the function of the professional schools is to answer the "how"; that practice contributes the content of professional skill; the schools, the method of transmitting this content.

But the "what" and "how" division between professional practice and professional education disregards a basic unity in social work. All members of the profession are interested in raising the level of practice. Teachers in schools of social work need frequent reorientation to the problem of the field. Practitioners need skill in utilizing school resources. In relating professional practice to professional education, there must be an interplay between school and field.

WHAT IS THE RELATION OF PROFESSIONAL EDUCATION TO GENERAL EDUCATION WHICH PREPARES FOR SOCIAL LIVING? The social worker plays a dual role in society. As a practitioner he has his own special field of competence; as a citizen participating in the democratic process he is interested in a society which insures a good life. While the dual role of practitioner and citizen is common to other professions, for example medicine, with the social worker the dual role is more complicated. The social worker is interested primarily in the adjustment of the individual in society. The extent to which this dynamic adjustment lies within the physical, mental, and emotional life of the individual and the extent to which it lies within the environment is a matter of debate. However the social worker may view the relationship of the individual to his environment, the practice of his own professional skill hinges on the operation of the economic system. As a practitioner, he sees limits which can be broken down only if in his role as a citizen he helps mould an economic and social system which makes possible his own practice. A professional person should reject an attitude described as "so precise that it comes to regard its own field as an end in itself, no longer distinguishing between professional ideals and human ideals." A professional person should have a capacity for social comprehension; a lasting faith in the democratic process; ability to handle prejudice; respect for human liberties.

For both practitioner and educator, the implications of social action are great. Questions of professional competence call for clarification. Preparation for the exercise of discretion and judgment is tedious and difficult. Something can be done by the professional schools in orienting general education, which prepares for living, to the professional curriculum which prepares for practice.

But the relationship of professional education to general education is hazy. Education for social work has taken too lightly the importance of certain disciplines as the subject matter upon which the professional curriculum is based. The remedy for the situation is not to be sought in *following* the trail of the older professions, but in *evaluating* their trail blazing. Both the American Association of Social Workers and the AASSW have subscribed to the social sciences as basic preparation for work in the professional schools. Realism in teaching the social sciences and the integration of these disciplines with each other are fully as important as the establishment of the courses. The professional schools interested primarily in curriculum building will relate undergraduate study to preparation for advanced study. The practitioner will see the problem in relation to social living and at this point has an important function to perform.

WHAT IS THE CHALLENGE OF PROFESSIONAL EDUCATION TO THE PRACTITIONER? How to guide these educational efforts so that the field may be served more adequately is a matter of great concern both to practitioners and educators. In one state the combined efforts of the state conference of social work and the AASW chapter have checked the eagerness of two liberal arts colleges to prepare their graduates for the field, and have awakened the interest of the state university, with its wealth of resources, to develop an adequate program serving both men and women in the state. In another area, however, competitive efforts on the part of two educational institutions have found the members of the profession "taking sides."

The professional function permits practitioners to unite in common objectives quite apart from agency connections or loyalties. It is the exercise of this function which the field of professional education covets from the field of practice. I know of no substitute for the influence of an informed professional group upon the direction of programs for professional education. Now and then an institution testily rejects the right of any group to question its activities. This overlooks the fact that members of the profession are responsible for the standards of practice in the field; whatever affects practice constructively or destructively is their concern.

However well equipped with a sound professional education, however secure in an agency of standards, social workers need to participate as members of an organized group in the building and maintaining of a professional equipment which embodies and conserves ideals of professional performance, not only in relation to the group they serve, but in relation to their own participation in community life. Whether they apply this to problems of personnel standards and personnel practice or to problems of professional education, they do so as members of a group dedicated to the development and preservation of human personality. It is only in this way that practice can transcend agency lines and approach the level which merits the title "professional."

This article is based in part on a paper presented by Miss Hathway at a meeting of the Connecticut Chapter of the American Association of Social Workers.

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Practical Cooperation Fills a Gap

By HENRY T. SAMSON

Manager, White Plains Office, New York State Employment Service

and FLORELLE G. HAWLEY

State Labor Chairman, League of Women Voters; Chairman, White Plains Office Survey Committee

AN experiment in cooperation between the public employment service and the League of Women Voters, having for its purpose the development of a more effective placement program for the community, is now in progress in the area served by the White Plains office of the New York State Employment Service. A volunteer committee of league members, working under the joint supervision of the employment office staff and the chairman of the league group, is making a thorough survey of employment and employment opportunities in this area and making the information available to the employment office.

The project is particularly significant because of the situation in which the employment office has found itself recently. The office was organized in December 1937, as part of the expansion of the State Employment Service required by the administration of unemployment insurance. During the first year the staff was so deluged with insurance claims and so handicapped by new procedures that the regular placement work for which the office had been established had to suffer. Field visits to employers, promotional efforts to solicit job openings and to acquaint the public with the unusually well qualified applicants in the active file, all had to be sacrificed in spite of their importance to a new service which had no accumulated community good will to sustain it. During 1938, in addition to handling insurance claims, the staff managed to fill a fair portion of the jobs which came in—871 placements in all—and worked steadily to obtain the good will of registrants and employers, but the employment possibilities of this thriving section of Westchester County were not tapped.

The area served by the White Plains office includes the towns of Scarsdale, Hartsdale, White Plains, Valhalla, Pleasantville, Mt. Kisco, the Bedfords, Elmsford, Katonah, Chappaqua, and a number of smaller communities in the central and northern parts of Westchester County. White Plains, a residential city of 42,000 population and the county seat, is the largest employment center. In area, the district covers approximately 175 square miles of rolling country, beautiful parkways, estates, clubs, recreation centers, homes, private institutions, and commercial establishments. There is practically no large industrial activity in the community with the exception of some general construction work such as the Delaware aqueduct project where practically all referrals are made through the building trades unions. Thousands of workers living in the area commute daily to the offices, shops and industries of New York City.

Throughout 1938 the active file of the office averaged about 3000 registrants, of which a large percentage were in the clerical, sales, service and construction categories. Beyond some very general ideas, the staff did not know accurately what job opportunities existed in the district or how many Westchester employers hired workers from New York City agencies. The office felt the need of a survey of employment and employment opportunities in the area, but with only two or three interviewers registering about a hundred new applicants for jobs each week and making from twenty to twenty-five placements a week, the possibilities of a worthwhile survey were not bright.

Early in 1939, two members of the Westchester League of Women Voters, acting on a suggestion of the National League, visited the White Plains office of the employment service to learn what they could about unemployment insurance in their community. These women discussed what they had learned with a larger group which later spent an entire morning in the office observing its work in detail, particularly the registration and placement procedures. On that day about 700 registrants were in the office and the visitors saw unemployment in terms of living men and women. On the basis of this experience the league group prepared a skit which, presented before an audience of several hundred of the Westchester league, stimulated a wide and continuing interest on the part of the membership. Therefore, when the manager of the employment office asked if there would be any possibility of the league's labor committee undertaking an employment survey which would maintain and give concrete form to this interest his suggestion was enthusiastically adopted and a committee of sixteen volunteers, interested in social and economic questions, was formed to work out the plan.

The immediate objective of the project was to gather information, both for the league and for the employment office, concerning local employment opportunities. It was jointly planned and supervised by the manager of the White Plains office and the chairman of the league group, who acted as chairman of the local survey committee.

The survey stressed manufacturing, sales and service in all of their various divisions.

IT was agreed that only those members of the group would be used as interviewers who had some qualifications and experience for interviewing employers in a particular field. Training meetings were arranged which covered the basic activities of the employment office, including unemployment insurance as well as the occupational problems of a given industry. Techniques in interviewing employers, recording data, and so on, were discussed. At all times it was made clear that the volunteer committee represented the League of Women Voters, a citizen group interested in the State Employment Service, and were not direct representatives of the service itself.

The first group of employers was selected with an eye to the familiarity which committee members had with certain occupations, and their firsthand associations with the employers and the training value of the contact. The seasonal importance of the occupations also was a factor. Since there are in this area fifteen country clubs with which the office had had only occasional contacts, it was agreed to start with them. Questions to be answered by the country club managers were prepared and a report form on which the interviewer could record results was agreed upon. One

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member of the volunteer committee, in consultation with the service division employment interviewer, prepared and checked a list of the clubs, addresses and managers' names.

The report form for country clubs which was filled out by the interviewer asked for the following information: name of club, location, club activities, duration of season, number of employes at height of season, division of employes into office and managerial, golf course and grounds, building maintenance, recreation and repair, kitchen and dining room, service (locker girl, doorman, and the like), names of persons hiring each group, number of caddies hired, how employes are hired, special qualifications desired in various departments, number and type of employes residing at the club, approximate number of new openings each year. On the form was space for the interviewer's comments on the employer's attitude toward the service and for suggestions he may have made regarding the service.

About six volunteers "covered" the fifteen country clubs in ten days. Their reports showed 401 employes, exclusive of some 700 caddies.

CLUB managers were invariably helpful and interested to learn about the service. Both the committee members and the staff, however, were surprised by the actual orders which came to the office from the clubs within thirty days after the volunteer workers' visits. It is estimated that about twenty-five placements were made in the country clubs during April as a direct result of the league activity. However, the prime objective of the survey is to get facts on which future promotional efforts can be based. Immediate orders are welcome, but they are not solicited directly by the volunteer worker. As a result of the club survey, the local office now has a complete picture of employment in the country clubs and has established a personal and cooperative contact with their management.

Each field into which the staff and volunteers have moved has presented new and unique problems. Going into merchandising, the committee decided to tackle grocery stores first. The stores were divided into chains and independents. Because of limited personnel, visits were made only to those stores with three or more employes, although a report form was filed on every store in the area. Already about a hundred stores have been visited and volunteers are still working in this field. Reports have been turned in on four of the five big grocery chains and the fifth is on the way. One member of the committee was received at the home of the owner of one of the larger chains. She explained the service in such a way that the chain-owner has asked his district manager to use the facilities of the local office whenever possible. He also supplied all the facts for the report on his own chain. Another member personally brought in an order for five boys at $18 a week from a national chain which had not previously had dealings with the New York State Employment Service.

A third group of committee women is now working on retail clothing stores; a fourth has started on private estates, of which there are over one hundred in the area; a fifth is busy on private schools. Each field calls for a particular line of questioning, a special report form and the individual training of the volunteers by the State Employment Service interviewers.

No local newspaper publicity accompanies the survey. Both the employment office and the volunteers prefer to work quietly until final results are obtained. It may be a year before the entire survey is completed.

From the point of view of the employment office, the project presents certain definite problems, accompanied by great rewards. It requires patience, time, and a sympathetic understanding of the volunteer's limitations in time and regularity. Some women have responsibilities which take precedence over their community work. They require considerable training which is time-consuming for the professional staff. Without an experienced leader in their own group, their training and organization might well be difficult for the average understaffed employment office to undertake. Constant and frank clearance on all details of the project between the chairman and the office manager is necessary for smooth collaboration between the two groups. Supervision of such volunteer committees either by the chairman of the group or by the employment service interviewers presents unusual problems. In the first place, the organization of the group itself is loose. The chairman selects the member to conduct interviews in a selected field and watches her work as closely as possible during the first few visits. Frequently it seems desirable to change an interviewer from one field to another in order to afford her a more varied and satisfying experience. The chairman's constant reminder to the volunteers is that they should enjoy what they are doing. If they are not happy in their effort, she wants to know it. Surprisingly few employers have refused to cooperate by giving information, and the volunteers seem to be getting out of their experience not only a mass of information but also an understanding of how industry and business manage their affairs.

The volunteers have kept at their job faithfully and have turned in valuable employment data. Equipped with cars and leisure, they can cover the far reaches of the district in a way the professional staff never could. To the estates and country clubs of an area like Westchester they have a social entree and prestige which the average interviewer lacks. To stores and beauty parlors, they can speak with the persuasiveness of consumers, rather than as representatives of a tax-collecting state. They are filling an important gap in the field visiting and public relations program of the State Employment Service.

The feeling of the chairman of the group is that the volunteers, after their theoretical study, are facing the realities of public administration and private business in a concrete and personal way. They are meeting both employer and employe and are coming to understand the objectives of both. They are becoming familiar with labor organizations and with the State Department of Labor, not deeply perhaps, but far less superficially than before the survey project started. More important still, they have gained a sense of participation in government—their government.

IT is, we think, almost impossible to gauge the value of this work in terms of educational publicity and public relations. The data collected and actual orders and placements tell only a part of the story. Even more important is the educational work done. In order to explain why the survey is being made, a great deal of basic information about the facilities and purposes of the service is given to the employers. Obviously, these women volunteers are neither able nor anxious to answer detailed inquiries, but they refer them back to the office and are thus a potent agency for education and interpretation. The project is demonstrating that two organizations differing widely in method and personnel can cooperate effectively to contribute to the solution of a common community problem.

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THE COUNTY WORKER'S JOB

Our Guilt-Edged Insecurity

By JOSEPHINE STRODE

"MY deduction is suicide, not murder," said Kate, our prairie Pinkerton, shaking a lean brown finger at me as we sat at a table in the soda parlor.

"What murder, what suicide?" I answered abstractedly as I spooned the froth off my milk shake. I was not curious; Kate was always sleuthing in the best style of the detective thrillers she was forever reading.

"In that last article of yours in *Survey Midmonthly* didn't you strew the corpses of social workers across the country, label them victims, and call for state protection?"

"Corpses!" I objected, "I was trying to prevent murder, to help social workers, quaking in their professional boots, but still alive on the job."

"Well, you may have wrung tears from some readers, but there are a few hard-headed social workers who can examine the *corpus delicti* unemotionally. The probabilities, I insist, point to the presence of definite suicidal factors in our insecurity. Mayhem or murder in a few instances perhaps, but in the majority of counties there is concrete evidence of self-destruction of social workers. Their own guilt stains the garment of their insecurity."

"Whoa, ranger!" I interrupted, "them's shootin' words."

"Yes," continued Kate, ignoring my challenge, "the time has come for shootin' talk. We need greater refinement in our thinking. We need to examine some of the labyrinths of fact which are overlooked by people not trained in careful observation and deduction."

"Of course," I interposed with Watson-like asperity, "my deductions would be in the elementary class. But can you, or any other intellectual sleuth-hound distinguish the right scent from all the others that cross it?"

But Kate was not to be drawn into any argument. She gazed beyond me, her thoughts roaming the plains of her own thinking. Someone has said we are living on time borrowed from thinking, and I could see that Kate was about to pay up something on that debt.

"Hard-headed we social workers have to be," she proceeded, "and as avid as the scientist for the truth. This has been difficult for us, however, because our profession has many religious and emotional connotations. Even our leadership has been idealized to a point where questioning a theory or practice is likely to put us in bad. Such entrenchment makes the impersonal, unbiased approach almost impossible. Also emotionally charged concepts have carried over to our contacts with supervisors, professional books and magazines and organizations, and even to instruction at our professional schools.

"When we have been told by supervisors that case histories should contain certain information we have proceeded unquestioningly to fill our records with such data, though we had to sit up nights to do it. Most of us lacked the courage to challenge the instruction. But wasn't it our obligation to tell the supervisor what use we were making of the material gathered, whether some parts of it were proving more valuable than others, and how we thought the character of case histories might be changed in the light of our experience, to make them more serviceable in our work?

"When instructed to make monthly home visits we ran up our county mileage to incredible figures, although in our guilty hearts we knew it was a waste of money since the situation in the rural home seldom changes in so short a time, and if it did we surely would hear of it promptly. We knew we could count every resource and be advised about family problems without adding in this fashion to the cost of administering relief. The possible therapeutic effects of such visits were lost because of our lack of understanding of the psychological value of the social contacts.

"When professional books confused us with learned abstractions for which we had no reference in our experience, have we had the courage to admit that we didn't know what the authors were talking about? When our professional magazine went over our heads with terms strange to us, did we yield to feelings of intellectual limitations and keep still, or did we sit down and write a letter to the editor telling him where and why we could not follow him? Have we helped these editors with suggestions as to how we believed their publications might be of more practical service to us?

"AND what of county workers who have had the opportunity to study at schools of social work? Is their appreciation expressed in a professional way? A young worker in a far western county was asked what she thought of her recent six weeks' course at an urban school. 'Oh, I loved it,' she said, 'it was all so interesting, and I know it helped me a lot, although, of course, I haven't used much of what I learned because it's all so different from the work I have to do.' If this worker is engaged in a lone battle with insecurity, has she not herself to blame? How can schools of social work, professional literature, professional organizations, or supervisors know and meet our needs unless we keep those needs clearly and continuously before them?

"A worker may be functioning successfully on her job, secure in the full cooperation of her community and coworkers, but unless she takes the time to examine her performance, to analyze her successes and failures, as well as to plan to improve her practice, she is not making a professional contribution. She may think that she is doing the best possible job for herself and her community, but unless she is contributing the fruits of her experience to the profession for the guidance of other workers, she is limiting the value and scope of her performance.

"What is needed in social work today are procedures tested in the experience of the practitioners on the job. Our's is a social job; we deal with social beings in social situations; no two people are or can be alike, and no situations are ever the same; there will always be adaptations, adjustments, and changes in method. We must have basic theory and fundamental principles but the important thing is how theory and recommended procedures work out in actual practice.

"If we are to attain the scientific level professionally we should have respect for the experience and achievement of every member of our group. The gain of any one member should be welcomed as a gain for the group. Sociologists

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tell us that we cannot get the whole power of the group unless every individual is given and is giving full value.

"Of course, as county workers we have been very modest about our achievements. In the presence of more highly trained and more experienced workers we have felt the obligation to listen and learn. It isn't easy for us to insist upon being heard. We hesitate to tell of some modest practice that has proved successful in minimizing work in an office, or one that gained community support, or another that helped a client win back his economic independence. But our silence is not commendable. It is in a way professional failure.

"Professional leadership undoubtedly has the major obligation to develop participation by encouraging contributions from members, and potential members, of its group. There are techniques, however, in the art of securing such participation and not many social workers know them. Schools of social work should offer courses in the theory and practice of how to develop participation, and how to make it function creatively. Sending in a vote for president of an association on a one-man ticket is not participation, nor is mere bodily attendance at a state conference where the program is filled with visiting speakers. Listening is a part of participation, but not all of it. And labelling a spot on the program 'discussion' does not insure discussion. Workers need to learn how to contribute, how to initiate, and how to cooperate in participation as well as to understand the creative value in democratic participation.

"Supervisors themselves are concerned about their inability to get their workers thinking and cooperating. They feel their training has emphasized too much the content, or *what* they should give their workers, and not enough the method, or *how* they should give it. They wish to cooperate with us, to integrate our experience with their instruction, but they fail to do so because of their ignorance —and ours—as to how to proceed. They, and we, have the joint obligation, surely, to develop technique for closer cooperation.

"To our professional associations we give only indifferent support. In a recent effort to improve the functioning of its organization and its service to its members, the American Association of Social Workers sent out a questionnaire to its eighty-two chapters. Only twenty-four replied. If our profession is to prosper, each member has an obligation to participate in its professional activities. A professional association is only what its members make it, and through our local chapters we can contribute our suggestions and criticisms for fuller cooperation and improved service.

"OF course, any professional association has the obligation to examine thoroughly its own procedures to discover whether they definitely encourage and offer maximum opportunity for full membership participation and contribution. State conferences of social work, district associations, local chapters, institutes, yes, and professional journals, well might undertake carefully planned and sustained efforts to encourage and develop participation. The guilt is not all ours, but the contribution of the fruits of our experience and thinking is essential to the best professional development of social work practice—one of the soundest guarantees to security.

"You will understand, however, that in reviewing all this evidence pointing to our own guilt in our insecure status, that I am not forgetting the emergency conditions under which we have functioned, nor the thoroughly creditable job we county workers have done in the face of incredible difficulties. Our present insecurity, perhaps fortunately, is compelling us to study the situation, and to accept our professional obligation to evaluate what we are doing. If we are to save our program of progressive public welfare, root it in sound principles and insure the continuance of social workers on the social work job, we must experiment and create new procedures for improving social service, and must participate actively in the development of our profession.

"Well," concluded Kate, finishing her coke as she rose to go, "disinterring a corpse which has been so decently buried under the cloak of professional conformity is not so pleasant, but I think I've proved my case. Suicidal factors are involved. There is a guilt edge to our professional insecurity and it is high time we admitted and coped with it."

This is the ninth of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms."

Random Cogitations

By LOUIS TOWLEY

Relative

Lavender-and-lace work
Seems different from case work,
But to the anointed
They're both petit pointed.

Inflammatory Unguent

It's a common mistake
And a really bad break
To regard a statistic
As antiphlogistic.

Contention

Two sides to a doubt
Make a parsimonious bout.
In case work's bright lexicon
Each question's a hexagon.

Participation

A round table can inspire
A cacophonic choir;
It veritably affords
A chance for vocal chords;
Throw out a chewy crumb—
Upspeak the very dumb.

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Here in Washington . . . By Glen Leet

CHILDREN DON'T VOTE! "Ways and Means is doing wrong by dependent children." The message flashed quickly from one to another of the little group of sentinels of social security on guard in Washington. "The vote is 'off the record,' you can't publish it yet, but pass the word along." The unfortunate decision to reject the proposed amendments to the Social Security Act which would raise federal participation in aid to dependent children from one third to one half, was reached at an executive session of the committee. Although the vote was secret, some things just naturally can't be kept quiet. Before nightfall, your correspondent had heard of it from four different sources. Paul Revere's "The British are coming!" aroused no more immediate mobilization than the words: "They are doing wrong by dependent children!" Modern minute men and women reached up over the fireplace, pulled down their trusty flintlocks, swung into immediate action. Air mail and telegraph wires carried the alarm to all parts of the country and brought back quick and vigorous protest.

GLEN LEET

Within twenty-four hours a member of the committee had agreed to reopen the fight and others had promised to stand by him. They are armed with statements and supporting evidence from public welfare administrators from forty-six states, Hawaii, Alaska and the District of Columbia, assembled in anticipation of such a crisis by the *Washington News Letter on Social Legislation.* Arrangements were made for presentation of the case in the *Congressional Record,* and a number of writers and columnists sat down to their typewriters to do their bit for a square deal for children.

The discussion of the Ways and Means Committee came as a shock and surprise. The injustice of the present provision of the Social Security Act, under which the federal government pays only one third of the cost for aid to dependent children while it assumes one half of the cost of aid to the aged and to the blind, was so apparent that there seemed little doubt that it would be corrected at this session. No serious opposition was expected, and it was generally assumed that the measure would pass on its obvious merits. This, it appears, was a mistake. Things don't happen that way in Washington. The Ways and Means Committee is responsible for raising the taxes when new funds are needed. Its members are not inclined to favor legislation spending "the taxpayers' money" unless there are definite and specific indications of a real demand for such expenditure. The negative vote on the ADC measure is based partly upon the fact that the proposed program would require additional expenditures and partly because members of the committee have received few indications of any widespread public demand for this measure.

THE SOCIAL SECURITY BOARD is careful to make no attempt to mobilize congressional support. Unlike Cabinet officers, who are political officials, the members of the board are a non-partisan administrative group. They have administered the act ably and have done a masterly job of formulating sound recommendations and presenting them to Congress. Here, Chairman Altmeyer feels, their responsibility ends; they should not assume leadership in any efforts to influence the decision of Congress on these recommendations. This attitude although unquestionably sound in the long run, throws a great burden on groups of private citizens concerned with legislation affecting social security.

A COOPERATIVE WORKING RELATIONSHIP among people interested in liberal social legislation has been developed in Washington within the past two years, which in times of crisis has been fairly effective. The relationship is entirely informal and is based upon mutual confidence, respect, and similarity of objectives. The methods of these modern minute men are as diversified as those of the Revolutionary patriots. Some of them are equipped with heavy artillery, and some carry only squirrel guns, which for certain types of operation are entirely appropriate. Some lobby directly, while others are equally effective by passing the facts along to people in the states who may be moved to action. On the present ADC situation, some of the workers are rallying the folk back home while others are talking quietly with members of Congress. They work not by mass pressure or by propaganda, but through a thoughtful, well informed presentation of the merits of the situation. As you read this, these modern minute men and other people interested in liberal social legislation may have lost the first skirmish, but the war will not be over. If the House Ways and Means Committee presents its recommendations on the Social Security Act without doing right by aid to dependent children, the battle will continue on the floor of the House and in the Senate.

REPORT REPRESENTS PROGRESS: The Ways and Means Report on social security legislation, despite serious shortcomings, will represent a real step forward towards the attainment of social security. For example, it will recommend the extension of old age insurance to provide survivors' benefits. More liberal early benefits and benefits for widows, orphans, aged wives and dependent parents are expected to increase benefit payments by over a billion dollars in the next five years. This will change the program from a system of compulsory saving for old age to a broad system of social insurance against insecurity. Coverage has been extended to maritime and certain bank employment, but domestic and farm workers, public employes, and employes of non-profit organizations remain outside the scheme and are likely to remain so for some time.

Old age assistance and aid to the blind are not materially amended. The element of "need" is reemphasized, and the bill prohibits the improper disclosure of information regarding applicants and recipients. The board's recommendations on merit systems and equalization are disregarded in H.R.6497. The Senate is expected to reinsert them, but their final adoption is in the lap of the gods.

IT IS HAPPENING HERE: Concentration camps may be on the way, if some of the vicious anti-alien legislation passed overwhelmingly by the House is enacted by the Senate. Both the Dempsey and Hobbs bills are considered by many as entering wedges for the persecution of minorities along the European pattern. The Hobbs bill, passed in the House by a vote of 288 to 61, provides for the establishment of places of detention for aliens subject to deportation. The Dempsey bill, which passed the House by unanimous consent, when practically no one was present, would make subject to deportation all aliens who advocate, or belong to an organization which advocates, any change in our government. A number of other bills would exclude aliens from relief, even though it meant that their children, who were citizens, were left to starve. While these may be killed by the Senate, which at the moment seems more liberal than the House, and if passed would probably be vetoed, they reflect a growing trend towards totalitarian methods which is not pleasant to contemplate.

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Team Play for Refugees

THE past month has been marked by gains in organizing American activities for the victims of persecution abroad.

First, there was the steady marshalling of support at Washington behind the Wagner-Rogers bill which would open the way for a total of 20,000 emigré children this year and next—our largest scale project to date. The measure met with the anticipated efforts at obstruction. The element of surprise came in recruits from unlooked for quarters; Helen Hayes, for example, whose testimony in her first appearance on the witness stand of a congressional hearing, was stabbed with troubled human concern.

Second, came the reorganization of the central body dealing with emigration from tyranny. The National Coordinating Committee for Aid to Refugees and Emigrants Coming from Germany has had a signal record of accomplishment under Prof. Joseph P. Chamberlain, chairman, and Cecilia Razovsky, executive director. Its structure, however, was a natural evolution, and the work has outgrown its loosely hung cluster of almost autonomous activities. Some time ago Harry Greenstein, director, Associated Jewish Charities of Baltimore, and president, American Association of Social Workers, was commissioned to make a functional analysis; and in line with his recommendations, the principle of coordination will begin at home. There will be eight clear-cut divisions with direct administrative responsibility from top to bottom. Miss Razovsky will be in charge of the division of Immigration and International Service in which she has done some of her most creative work. The executive director will be William Haber, professor of economics at the University of Michigan, formerly administrator, Michigan State Emergency Welfare Relief Commission. [See page 187.]

National Refugees Service, Inc., the name selected for the reorganized coordinating agency, will continue to maintain close relations with the organizations dealing with specialized groups—such as the American Committee for Christian Refugees, Catholic Committee for German Refugees, National Council of Jewish Women, Friends Service Committee, and so on. To carry this process of cooperation further Mr. Greenstein recommended the establishment of a refugee consultation council to consider the broad aspects of the program. This council is now forming.

The third development came to a head in mid-May when a "New York City Conference on the Emigré and the Community" was called by the Good Neighbor Committee of which John Lovejoy Elliott of Hudson Guild and the Society for Ethical Culture is chairman. The committee itself is less than a year old, a sort of round table on how to fit the refugee into American life. Its membership has included key people in the major religious groups in New York—Catholic, Protestant and Jewish—and in such secular agencies as the schools, the settlements, welfare and refugee organizations.

These members have felt the sense of emergency characteristic of the chief port city of the New World as to the reception and distribution of men, women and children who seek havens of refuge in the United States. But New York is not only a port—or even a World's Fair; it is a great community and, just because it is that, must look to wide cooperation in meeting any broad challenge to its life and spirit. So, over twelve months, the Good Neighbor Committee found mutual help in pooling information and experience. The members sensed that other New Yorkers, other agencies—public and private—had the same needs; and that this must be true elsewhere.

Hence the recent citywide conference, participated in by 300 individuals and representatives of organizations. There were inspirational addresses the opening night by Professor Chamberlain, Dr. Ernst Wilhelm Meyer, formerly of the German Embassy, Allen Eaton, who strung the gifts of immigrants on the thread of American history, and Prof. Eduard C. Lindeman, who plumbed the sources of social conflict and race prejudice. Clarence E. Pickett of the American Friends Service Committee set the gauge of the work ahead at five years. Adjustment to American life is not a matter of a day; nor is the composition of Europe's troubles. There was lift at the closing luncheon in the addresses by James G. McDonald, chairman of the President's Advisory Committee on Political Refugees, Cecilia Razovsky, Dr. George N. Shuster and Helen Hayes. But it was the four consecutive section meetings on preceding days that got closest to the ground—here the program of a metropolitan church; there that of a church in a small midwest community; here the work of a great profession in overcoming inhibitions and barriers to placement; there of another profession in devising short-cut English and speech classes for educated newcomers.

And hence, in turn, came the recommendations of the conference for a permanent and expanding organization in New York which might stimulate kindred bodies throughout the country. The name subsequently chosen is Good Neighbor Committee on the Emigré and the Community. Bart Andress is the director.

The thought was not to impinge on the field of the new National Refugees Service, Inc., which centers on the first difficult tasks of economic and social adjustment. The emphasis of the committee's work will be on community acceptance of refugees, not on their job placement. The conference may be said to have recognized that the least developed stage in the work with refugees is the follow-up in the communities in which they make their way; that the hardest nut to crack is the lethargy and uninformed opinion in those communities; and that the weakest points on the whole front are the Christian sectors which have not been sufficiently aroused to their stakes in the personnel of persecution.

The resolutions of the conference called for interchange of experience and methods; for functional groups and committees in special fields; and for cooperation among religious, civic, educational, social and industrial organizations. They called for encouragement of the training of emigrés in "their obligations and rights as prospective American citizens," for service as a clearing house of information; for standing out "against every tendency to fasten on us the bigotries that we deplore in other lands."

In line with a provision for "constructive action with respect to legislation and administration," the conference itself transmitted a message to Congress in behalf of the Wagner-Rogers bill for emigré children.—PAUL KELLOGG.

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The Common Welfare

And Now, Buffalo

THIS is the month of the National Conference of Social Work. From June 18 to 24 thousands of men and women will gather in Buffalo for what has become one of the largest professional gatherings in the country. They will represent in their persons every phase of the vast network of social services, general and specialized, public and private, that stretches over the United States. But they are more than representatives of "divers good causes," these social workers. They are people in their own right, possessed of a great store of firsthand knowledge of the social problems that complicate American life. In the association of the conference they find stimulation and incentive to make that knowledge effective on the broad front of social action.

The conference program is varied enough to hold something specific for everyone, whatever the field of his concern or the area of his experience whether at the grass roots of social practice or in the laboratory of the social technician. At the general sessions speakers of authority and distinction will discuss matters that cut across all interests. One of these speakers, whose attendance at the conference only now has been assured, is Alice Masaryk recently forced out of Czechoslovakia by the German dictators. Miss Masaryk, once a resident of the University of Chicago Settlement, was president of the International Conference of Social Work which met at Frankfort-am-Main in 1932. For the twenty years "before Munich" she was president of the Czechoslovak Red Cross, working to build the foundations of national social welfare legislation and social hygiene administration which but recently she saw destroyed.

The Buffalo conference will be big and busy. The program holds every promise that it also will be vital and vigorous.

Adult Education Report

THE question of federal aid to education was raised at the recent annual meeting of the American Association of Adult Education at Niagara Falls, Ontario, in the annual report presented by Morse Cartwright, director, on behalf of the executive board. One section of the report condemned the principle of federal aid to education, and criticized, as "an invasion on a permanent basis of state and local rights to control adult education," the Harrison-Fletcher bill, now pending in Congress, which calls for federal grants over a six-year period totaling about $900 million, made to the states to be expended by state and local educational authorities for elementary and secondary education, adult education, libraries, and so on. Pointing out that "control inevitably follows the purse strings," Mr. Cartwright sees danger of interference with freedom of educational enterprise only in federal aid, presupposing that local control or private financing insures education "as free as possible from undisclosed bias and ulterior motive." The report does not consider other aspects of the question which would doubtless have been brought forward had there been subsequent discussions of the report from the floor. For example, it disregards the inequalities in tax resources leading to the present inequalities in educational opportunities for both children and adults in the different states, and overlooks the danger to democracy inherent in this situation.

Later, at the business session of the conference, attended by fewer than a third of the delegates, a resolution endorsing the principle of federal aid to education was defeated by a single vote, after a discussion not of the issue itself, but of the propriety of so small a proportion of the membership attempting to speak for the organization. A motion was unanimously passed, however, directing the executive board to proceed at once to devise and to use some method for obtaining the opinion on public questions in the educational field of the members of the organization—teachers, administrators and agencies carrying on adult education projects throughout the country.

Against Pigeon-Holing

IN Chicago last month occurred a demonstration of what can happen when organizations come out of the pigeonholes of their special concerns. For three days some fifty public welfare and public housing officials, brought together by the Public Administration Clearing House at the request of the American Public Welfare Association and the National Association of Housing Officials, sat down for a frank discussion of their differences. Wary at first, each group soon found that it did not need to convert the other to much of anything. They were nearer together in their way of thinking than they had realized. In the face of common problems calling for vigorous and united effort, any differences as to whose job is what lost their importance. Each group came to the meeting talking about "our" problem. Both groups left talking about "the" problem. Entrusted to a joint committee of the APWA and the NAHO was the follow up on knotty aspects of it—for example, a study of the effects of relief rent payments on housing standards and on the economy of municipalities.

Organizations concerned with the public welfare tend to specialize. That is natural and proper provided that specialization does not preclude awareness of the broad issues that cut across the whole field. Such conferences as this one in Chicago, such active joint committees as the APWA has with the NAHO, the American Hospital Association and the American Public Health Association, are guarantees against pigeon-holing.

For the Million

SOMETHING like a hundred thousand New York City children will go to camp this summer for a fortnight or so as guests of various private social agencies. But nearly a million boys and girls will not enjoy such outings. And that, says Joanna M. Lindlof, member of the Board of Education, is unfair discrimination. Summer camps are a necessity, she contends, and not a luxury, and should be operated by the Board of Education for all children. With characteristic energy Mrs. Lindlof proposes to make a demonstration. By means of a fund subscribed in

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part by teachers, a hundred school children will spend a month this summer at one or another of the Life Camps. A complete history of each child will be made before and after the camp experience so that its effect on his health, school grades, social attitudes and behavior patterns may be studied. The result, Mrs. Lindlof anticipates, will supply abundant ammunition for her campaign for a citywide program of school-operated summer camps.

New York—Again a Housing Leader

ONCE again New York State made housing history when, in its final hours, the legislature passed the Desmond-Moffat bills to implement the housing and slum clearance amendment approved by the voters last November. [See *Survey Midmonthly,* March 1939, page 61.] Thus New York becomes the first state in the union to pledge its credit and cash for housing purposes. The state can now lend to localities up to a total of $150 million for low cost housing projects; it may also enter in contracts for subsidies not exceeding $250,000 annually—not more than $50 million to be loaned nor more than $250,000 to be expended in subsidies during the coming fiscal year. Two thirds of both loans and subsidies are to be made available to New York City, the remainder going to the rest of the state. The amortization period is to be fifty years, and tenant selection to be under local housing authorities. Furthermore, localities may use their credit up to two percent of the assessed valuation of their property to finance additional projects provided they service the necessary loans through certain specified new taxes.

Senator Thomas C. Desmond stood out to the last against amendments which would have vitiated the bill, and thanks to the calling of an eleventh hour conference of leaders by Governor Herbert H. Lehman the measure as finally passed constitutes a soundly constructive basis for the state's future housing program. In passing, a bow should be made to the metropolitan dailies for the editorial fight they put up during the critical legislative days of early May. This interest augurs favorably for a well informed public opinion when the time comes for another legislature to correct any weakness in this year's statute.

Richard Clarke Cabot

IN Dr. Cabot's eyes, beauty in human relationships was at its best when experienced in the midst of natural loveliness—a rule that works two ways, enhancing both. His genius was most telling when he illuminated or initiated the interplay of either aptitudes or activities. Taken separately and together, work, play, love and worship disclosed unsuspected qualities at his hands in a matchless book, "What Men Live By." He himself made signal contributions to four great fields—medicine, religion, ethics, and social work. And again, it was along their borderlands that he made some of his most original discoveries.

At the time of his death on May 8 at seventy, Dr. Cabot was engaged in a comparative case study of groups of children over a term of years, devised ingeniously to throw light on how far our modern techniques actually affect young lives. He was only thirteen years out of Harvard Medical School when he instituted medical social service at Massachusetts General Hospital in Boston. That was a revolution in conceiving of patients as people, in throwing emphasis from the hospital to the home and to aftercare, in bringing the social worker alongside physician and surgeon in a system that was to spread throughout the world. Later he brought the same insurgency to bear on the training of ministers, advocating a clinical year to be spent in dealing with people in medical and social institutions before venturing out into a parish.

Dr. Cabot's long service as professor of clinical medicine at Harvard Medical School was to be matched by equally distinguished service as professor of social ethics at Harvard University. At various points of the compass in his career were his authoritative works on the heart; his hospital service in war-torn France (from which he returned a lieutenant-colonel); his presidency of the National Conference of Social Work in 1931; the gold medal bestowed by the Institute of Social Sciences; his creative citizenship in Boston and Cambridge; his gifts of time and money to Simmons College; his engagingness, openness, downrightness; his insight and his courage.

More intimately, in the skein of Survey Associates he was a rare friend, a participant from the time of our founding, a generous contributor, a writer whose pages were a joy and a challenge—and the stoutest of defenders of editorial freedom.

And So On . . .

WHILE the resolution of the 178 members of the American Medical Association's House of Delegates condemning the Wagner health bill was to be expected, its unanimous character came as somewhat of a shock. Was the federal government's indictment of the AMA the boomerang that drove into line those courageous "insurgents" who formerly stood out for reform? Are they to join those who are already testifying before a Senate committee that the people of the United States should let well enough alone because "no emergency of sickness faces us?" • • The Senate now has joined the House in strangling the labeling and coloring provisions of the Food, Drug and Cosmetics Act of 1938 before their date of effectiveness. [See *Survey Midmonthly,* May 1939, page 143.] The new bill postpones the date to January 1, 1940, *or longer.* Counsel for the grocery and drug manufacturers confidently trusts that Senator Pepper's amendment that the "longer" can apply only to July 1, 1940, will be deleted in conference committee. • • Hadassah, women's Zionist organization in America, and the American Jewish Physician's Committee have cooperated in building the first non-sectarian medical center in Palestine, the Rothschild-Hadassah University Hospital recently opened on Mt. Scopous. It will serve persons of all races and creeds.• • The Boys' Club in the World of Tomorrow was the theme of the thirty-third annual convention of Boys' Clubs of America recently held in New York. There are now 333 club units affiliated with the organization. • • Police protection costs average you and me $5.16 a year, says the yearbook of the International City Managers Association. If we live in a big city it costs us $7.37, if in a small one $3.11. The total bill for all of us comes close to $230 million annually • • Scranton, Pa., proposes to make motorists safety conscious by branding for thirty days the cars of reckless drivers. First offenders would have a yellow ring painted on the tails of their cars, second offenders a blue ring, third offenders a red. • • As a substitute for its adult education forums, recently discontinued as a measure of economy, the New York City WPA proposes to offer free popular lectures on current events, but "without editorial comment, expository not argumentative in nature."

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The Social Front

Among the States

MINNESOTA has joined the civil service "white list" with a law setting up a comprehensive, statewide merit system. Other states that have fallen in line this year are Alabama, New Mexico and Rhode Island. Under the Minnesota law present employes of five years' standing will be "blanketed in" subject to a six months' probationary period. Those of shorter service must pass qualifying examinations within the next two years. Military veterans of whatever length of employment automatically get civil service status. The law will be administered by a state department of civil service with a board of three appointed by the governor and a director appointed by the board after competitive examination.

Not all the news from the civil service front is good news. Michigan's law, won in 1937 after a hard fight, has been doomed by action of the legislature. Since the change last winter in the political complexion of the state administration, Michigan's welfare set-up has gone through a series of upheavals which have left only vestigial remains of the integrated program developed by the Welfare and Relief Study Commission. It now seems probable that the legislature will transfer to the State Hospital Commission the functions of the Michigan Child Guidance Institute, an agency of growing importance and authority, with, in transit, a drastic manhandling of its budget.

Advances—The recent session of the Minnesota legislature ushered in a reorganization of the welfare set-up which was welcomed by social workers. Though the public welfare section of the state reorganization act did not follow specifically all the recommendations of the State Conference of Social Work, authorities view it as a forward step. Through it the legislature abolished the old Board of Control and established a Department of Social Security, consisting of the division of employment and security, the division of institutions, the division of social welfare. The division directors form the Board of Social Security which will coordinate functions and budgets and arrange for the common use of facilities. Chairman of the board is the director of social welfare; its secretary, the director of institutions. The director of social welfare is responsible for all non-institutional welfare activities in the state including relief and categorical assistance, services for the mentally or physically handicapped, and such child welfare activities as guardianship and licensing and supervision of private child-caring agencies. Also under his supervision is the State Board of Parole. The director of employment and social insurance will administer the state employment service and unemployment compensation. The director of institutions will operate all state institutions. No appointments have been made, at this writing, to the three important posts.

Cuts—Economy, which habitually enters through the public welfare door—often knocking it off its hinges—made no exception in its approach to the state of Georgia. Sixty-four welfare department employes and 16,000 needy persons recently were brushed aside in one fell swoop. The latter were public assistance recipients dropped from the rolls as of May 1. The case load reduction was effected through financial quotas to the counties which were left to choose those to be dropped "as nearly as possible on a case work basis." That this was accomplished "not too badly" is attributed to the intelligence of the county boards.

Welfare department employes who kept their jobs got 10 to 12½ percent salary cuts. Two important officials "released" from the department were Frances Steele, director of child welfare, and Gertrude Longden, supervisor of the social service staff.

The staff and pay reductions are calculated to save the state and counties $190,243 a year. The action was based on the attorney general's opinion that the governor has the power to slash personnel and to effect other savings in a state department when funds are low. Alarmed by the threat to standards, the State Conference of Social Work is organizing a pressure group to work for two main objectives to relieve the critical public welfare situation. One is a statewide merit system and the other a complete revision of the tax system.

Gratifying if not surprising was news of the appointment of Walter W. Pettit as director of the New York School of Social Work to succeed the late Porter R. Lee. Mr. Pettit, Dr. Pettit if you like (his Ph.D. is from Columbia University), has been on the faculty of the school for twenty-four years, ever since he came home from the World War, which he "spent" in Russia. Directing the school with its faculty of thirty-nine instructors and 850 students will not be exactly a new responsibility for him since he acted in that capacity, at intervals, for two years before Mr. Lee's death.

New Laws—All the difficulties created by the Conant case [see *Survey Midmonthly*, February 1939, page 48] have been swept aside by new legislation in the state of Washington allowing not only actual support from relatives to be counted as a resource in computing eligibility for categorical assistance but also ability of relatives to support. Other legislation created a fact-finding welfare survey commission of five members to be appointed by the governor, and a social security committee consisting of the governor, the director of the Department of Finance, Budget and Business and a governor-appointed member. The committee will be concerned with budget approval, allocation of funds and consideration of a merit system. The unemployment compensation and employment service divisions were separated by the legislature from the Department of Social Security and placed under a one-man compensation and placement commission. Public assistance duties of the state and counties were clarified by designating the state as the supervising agency and the thirty-nine counties as administrative agencies.

Deadlock—Public dependents are not the only persons affected in New Jersey by a legislative delay of five months in providing for relief financing. Remarkable patience has been shown by the grocers to whom the municipalities owe a total of $12 million on relief orders filled since last October. The local communities have been unable to pay their bills because of the failure of the state to furnish its 75 percent of the relief costs. Of the $22,889,987 spent for relief in the

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state in 1938, $9 million remained a deficit. Of this the state assumed responsibility for $7,100,000. Though the legislature met in January, it was April before any portion of the debt was met. Finally $3 million was diverted from the monies the State Highway Department owed to the State Sinking Fund, but at this writing not a dollar had reached the grocers. The legislative stalemate has been caused by three unswerving points of view: that present state revenues are sufficient for relief purposes; that a bond issue should be floated; that new taxes are necessary. Any attempt made by advocates of either viewpoint to clear up the deficit or to provide relief funds for the present year has been defeated by a coalition of the champions of the other two viewpoints. On the basis of the 75 percentage for the state's share—a percentage not fixed by the law—it is estimated that the state must find an additional $15 million for relief purposes this year.

In Massachusetts—The reorganization of the Massachusetts State Department of Welfare is proceeding under full steam with August 1 as the date set for its completion. The state is being divided into six districts each with a staff of upwards of thirty to be selected by civil service examinations. These district staffs will supervise all public assistance services to which the state contributes funds including "unsettled cases" which constitute about 25 percent of the direct relief load throughout the state. The district set-up will not be on a categorical basis as it is now. Assistance at the local level in Massachusetts is administered by 351 boards in as many "towns," the Massachusetts equivalent of counties. Many of these boards have no paid personnel, and in any case local personnel is not subject to state civil service control.

In-service training will be an integral part of the new program with courses starting this summer for the state staff and with a director of training attached to the state office who will organize and promote courses for local staffs.

Liberalized Law—Children, old people, and the blind benefited by action of the last meeting of West Virginia's legislature. In amending the Public Welfare Law of 1936 the legislature raised the ADC limitation from $12 for the first child and $8 for each additional child to $18 and $12 respectively. Citizenship requirements for eligibility to old age assistance and aid to the blind were eliminated and residence requirements eased.

In Print—"Relief and Welfare Organization in California," by Victor Jones is Number 5 in the series of reviews prepared by the Bureau of Public Administration of the University of California at the request of the state legislature. (See page 188 for Number 4.) The study compares all types of public welfare setups of other states in an effort to clarify the problem of what is best for California. Questions of integration, local autonomy, financial relationship between state and local units and agency structure are presented through existing examples and references to other studies. The study is completely factual and presents no recommendations. From the bureau, Berkeley, Calif.

Relief and WPA

RETURNS so far from the game of "truth," sponsored by WPA, the U. S. Conference of Mayors, and nine other organizations to gather together an appraisal of the accomplishments of the federal relief program, have been favorable to the federal agency. New York City's committee of three named two accomplishments with the accompaniment of unstinted praise: the prevention of personal and family disintegration and the tremendous improvement in public facilities and services. An upstate New York committee of five sent in a similar answer based on a study of local sentiment throughout the area. Only two officials questioned by the committee denied the value of the program either as maintaining the employability of the jobless or producing satisfactory physical results.

The Rural Problem—Poor soil, low wages, meager education and depleted forests have combined with the depression and drought in some parts of the country to present a relief situation unprecedented in the nation's history. A detailed study of the problem in thirty-two states is presented in a monograph, "Changing Aspects in Rural Relief," by A. R. Mangus, published by the WPA division of social research. The study, based on 383 sample counties and townships, shows that the rural relief problem is greatest in those areas which have been most dependent on non-agricultural sources for income. Thus the mining areas of the Appalachian-Ozark sections of Kentucky, Tennessee, and Missouri have suffered along with the great cut-over areas of Minnesota, Wisconsin and Michigan, while the hay and dairy regions of the East and the Middle-western corn belt have suffered much less. Nearly 24 percent of all rural persons have received public aid sometime during the depression. The largest total load occurred in January 1935 when 16 percent of the rural population was on relief at once. The load never has been stable as harvests, drought, flood, temporary employment, the availability or lack of relief funds all cause a constant shifting on and off the rolls.

An analysis of the characteristics of rural families comprises part of the monograph. More than one fifth of all the persons between the ages of ten and sixty-four in the cases studied had less than a fourth grade education. A fourth of the families were comparative newcomers to their counties having lived there less than ten years. Part time employment existed in only 12 percent of the families and earnings averaged $5 a week. Each family head had an average of two dependents. Two thirds of all the households included children under sixteen, with an average of three to a household. Average family relief grants during the period studied (1935) ran between $10 and $18 a month. They are now about $12.

A fuller analysis of the nature of rural relief families may be found in another monograph of the WPA division of social research, "Rural Families on Relief," by Carle C. Zimmerman and Nathan L. Whetten. Here realistic photographs of the various types of rural relief families give life to the statistics and percentages which have evolved from a survey in 254 counties or townships in nine agricultural areas. The report compares the regional differences which exist as to occupational origin, employability and age of family head, family structure, size and fertility, and family mobility or "cultural stability." Four factors are enumerated as determining the incidence and amount of relief in rural areas: the employability and capability of family members, unemployment resulting from industrial depression, unemployment resulting from weather conditions, and "social action for improving the standards of living."

Veto—"Little WPA's" were vetoed recently for New York when Governor Lehman sent back a bill which would have permitted local communities to set up work relief projects. Since the bill carried no appropriation for covering the 40 percent of the costs to be financed by the state, the governor accused it of a "complete disregard of realities." He also objected to "competition" with the federal work relief program.

Property—The middle of May brought suspension of the use of the repayment bond required of all public assistance recipients in Pennsylvania since April 1. [See *Survey Midmonthly*, May 1939, page 145.] The suspension was authorized by the Secretary of Public Assistance following the passage by the legislature of a resolution to abandon the requirement of the bond pending the enactment of legislation which would make its application more lenient. The new legislation, which already has been introduced, would provide that only real and personal property owned by recipients at the time relief is granted shall be liable for repayment and that a judgment against a recipient's home and furnishings shall not be enforced during his lifetime. At

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present the only types of property which applicants may own and still be considered eligible for public aid are: residence and home furnishings "not of unusual value," unsalable non-resident real estate, a car which cannot be sold for "any appreciable amount of cash" and is needed and used only for work opportunities, "frozen" assets.

Aliens Again—In California where the State Relief Administration was called on to furnish the assembly with figures on relief to aliens, it was found that though 14 percent of the cases aided from July 1, 1937 to December 1, 1938 were alien-headed families, only 6 percent of the persons receiving relief were aliens. In other words, 70 percent of the persons included in alien-headed cases were citizens. Curiosity prompted the relief administration to conduct a survey of the Los Angeles County relief rolls as of October 1937 and furnish further information not requested by the assembly: more than 80 percent of the aliens had been in the United States over seventeen years; only one tenth of one percent had been here less than seven years.

Results of a similar survey in Pennsylvania made by the Department of Public Assistance at legislative request [see *Survey Midmonthly*, April 1939, page 114] show that 95 percent of the recipients of general relief are citizens, one percent are aliens who have applied for citizenship, 4 percent are aliens who have made no move to become citizens. Of the 773,050 persons on the rolls as of March 25, 1939, a total of 43,131 were aliens. Thirteen percent of all cases contained one or more aliens. Family and single person cases among this 13 percent were about equal, but the family cases contained more than twice as many citizens as aliens. The categorical relief groups were also found to be 95 percent American with the exception of the aid to dependent children recipients where the citizenship rate was even greater—97 percent. In the latter group only fifty children were aliens, mothers having been included in the count of 2684 aliens out of 90,644 recipients.

Youth and Education

OF 46,000 men and women who graduated from colleges and universities between 1928 and 1935, 95 percent of those desiring employment are temporarily or permanently employed, according to a recent study by the U.S. Office of Education. ("Economic Status of College Alumni," price 25 cents from the superintendent of documents, Washington, D.C.) About 60 percent have never been unemployed; only 2 percent of the men and one percent of the women have ever been on relief. About one fourth of the men and nearly a third of the women are at work in their chosen fields; but almost a third of the men and a fifth of the women accepted uncongenial jobs because they could not obtain employment along their preferred lines. A third of the group obtained their first jobs by personal effort alone; but almost as many (one fourth), through experience gained in working their way through college. About 20 percent were placed by the employment bureau of their college or university, 10 percent through family influence, 2 percent through fraternity friends. The average earnings of the men were $1314 in their first year after graduation, $2383 after eight years; for women, the figures are $1092, and $1606. The best paid fields for men, this study shows, are dentistry, medicine, law, public service, architecture, insurance, research, forestry, business; the poorest paid, journalism, the ministry, clerical work. The best paid occupations for women are nursing and teaching. Graduates of large colleges and universities were found to be better paid than graduates of small institutions. The study covered graduates of thirty-one institutions including large public and private universities (for example Boston, Chicago, Southern California), and such small colleges as Duquesne, Mercer, Colorado State. It did not include the great eastern colleges—Yale, Harvard, Princeton, Wellesley, Vassar, and so on.

Meetings—The general theme of the seventy-seventh annual meeting of the National Education Association to be held in San Francisco, July 2-6, will be "The Responsibilities of Our Profession." . . . The program of the fourteenth annual meeting of the American Association of Adult Education held in Niagara Falls, Ont., May 15-17, was built around the theme: "Minorities—and Democracy: an Opportunity for American Adult Education."

"All the Children"—The fourth of the illustrated annual reports under this title issued by Harold G. Campbell, New York City superintendent of schools, pictures and describes the academic, artistic, vocational and other studies and activities of elementary and highschool children in the school system of the city. It also includes the adult classes in English and citizenship, which last year had an enrollment of 40,000. The report is hailed by editorial writers as the best possible argument for caution in such slashes in the educational budget as are now being urged in the state legislature. . . . New York City school children are for the first time above the nationwide average in reading ability, according to a report by Stephen F. Bayne, associate superintendent of schools. A reading test, given to 46,000 pupils in the 6-B grade in 550 schools disclosed that they are two months in advance of the "normal rate" for the entire country. In 1935, a similar study of 22,000 pupils on the same level showed them three months behind the average of the country. Special remedial classes and the WPA reading project have been important factors, Mr. Bayne states, in stepping up the reading level the equivalent of a half year within three years.

Work Camp—A "work camp for democracy" to be held August 7 to September 4 at West Park, N.Y., is announced by A. D. Black of the Ethical Culture Society (2 West 64 Street, New York), the executive director of the project. The camp will have as managing director Dr. Richard Gothe, who organized and directed twenty voluntary work camps for students in pre-Nazi Germany. The camp is planned as "an experiment in democracy." Campers will include college students from all parts of the country, young trade unionists, representatives of Negro youth organizations, and recently arrived refugees. Membership is limited to sixty. The program will include "useful work," study, sports, illustrative field trips, and cooperative living.

Record and Report—"Radio in Education," written by the Federal Writers Project in Pennsylvania and sponsored by the Pennsylvania Department of Public Instruction, gives background, present activities and opportunities of a new educational field. . . . "Forum Planning Handbook," by John W. Studebaker and Chester Williams, published by the American Association of Adult Education and the U.S. Office of Education, is a useful "how to do it" manual. Copies from the Federal Forum Demonstrations, Washington, D.C. . . . "Administrative Ability: Its Discovery and Development," by W. V. Bingham examines one of the thorny problems of education for public service today. Price 25 cents from the Society for Personnel Administration, Washington, D.C.

CCC Study—Preliminary data from its study of the Civilian Conservation Corps have been given out by the American Youth Commission, 744 Jackson Place, Washington, D.C. In the course of the study, nearly 10,000 enrollees were tested in 250 selected camps in all corps areas. Case studies were also made of 220 enrollees, half of them after they had returned to their home communities. The study gives a comprehensive picture of the boys in the CCC: average age, nineteen years; 37 percent from broken homes; 24 percent of the mothers and 21 percent of the fathers of the enrollees were foreign born. The families from which CCC boys come are relatively large, averaging 5.5 children; average

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school grade completed is 8.7, but it took the average enrollee eleven years to reach this level, "indicating on the whole that the enrollees have not been well adjusted in our school programs." Seven out of every ten enrollees had had jobs before entering the CCC, but the average duration of the jobs had been only two months. As a result of the study, the commission, with the approval of camp officials, is beginning "a project of implementation," designed to improve educational offerings in the CCC and also in selected resident centers of the National Youth Administration. These programs will be carried out in thirty places under the direction of Kenneth Holland who supervised the CCC study. No final report on the study will be released until the implementation program is completed.

Jobs and Workers

SOME of the changes in the Fair Labor Standards Act included in H.5435 introduced by Congresswoman Mary Norton of New Jersey are causing serious concern to proponents of the act. Chief among them are the provisions which would relax overtime in agricultural occupations and which, it is held, would go far to break down standards in the lumbering industry; exemption of messengers from the minimum wage provisions of the act; the changes in the home work provisions which follow recommendations made by employers in the knit goods industry.

IRI Meetings—The International Industrial Relations Institute (U.S.A. Center, 130 East 22 Street, New York) announces that its annual study conference to be held at The Hague, August 31 to September 2, will be preparatory to calling at The Hague in 1941 a world conference on standards of living. The aim of the world conference—the decennial anniversary of the World Social Economic Congress in Amsterdam in 1931—will be the "study and promotion of methods of achieving full utilization of resources, natural and developed, for livelihood and culture throughout the world." An American regional conference will be held in New York in December on "the effects of changing technology on labor and management."

Work Week at Geneva—Postponement of consideration of the question of the reduction of hours of work will be proposed to the International Labor Conference when it convenes in Geneva, June 8. The report from the International Labor Office on hours of work discloses that of twenty-five governments which have replied to a questionnaire sent out by the ILO last fall, only seven favor a forty-hour week. Nine are definitely opposed to any reduction of the work week below forty-eight hours, and the remaining nine, while favoring the principle of a shorter work week, declared they could not contemplate a reduction at this time. "It is obvious," says the report, "that they [the governments] wish to remain free, in order to meet any obligations that may be suddenly imposed by the requirements of national military and economic defense."

The Older Worker—The Committee on Employment Problems of Older Workers, appointed by the Secretary of Labor last year, reports that, while older workers are favored by seniority rules and general personnel policy, those over forty forced to seek jobs are handicapped not only by today's general unemployment, but also "by the prejudices of employers, and by their own fears." The committee finds that "unthinking acceptance of the idea that workers of forty or over are less desirable than younger workers has created a serious situation." Its study of data on productivity, accident, sickness, group insurance, and pension plans convinced the committee that "there is little significant relationship between age and costs," and that the current prejudice against older workers "rests largely on inadequate and erroneous impressions." The committee recommends discontinuance of "hiring-age limits," adjustments of private pension plans to do away with minimum service requirements and limitations on age at entrance, and abolition of age limits on civil service jobs, "except for positions requiring physical strength and endurance." Harry Woodburn Chase, chancellor of New York University, served as chairman of the committee which included employers, union representatives, economists, and public officials.

Child Labor—The National Child Labor Committee reports that, although forty-four state legislatures met this year in regular session, few "definitely forward steps" have been taken in regulating child labor. In West Virginia, where the minimum employment age was formerly fourteen, the compulsory school limit was raised to sixteen, unless the child has an employment certificate. "Since no minimum age limit is set for children to whom certificates may be issued," the committee comments, "this legislation, if interpreted literally, will permit the employment of children even less than fourteen years old." In Massachusetts, an effort to raise the compulsory school age from fourteen to sixteen is being opposed by the Rev. Richard J. Quinlan, diocesan supervisor of schools in the Boston Diocese. In New York, a measure permitting children under fourteen to work on golf courses without employment certificates when school is not in session and excluding them from coverage under the Workman's Compensation Act, has passed both houses of the legislature but at this writing had not been signed by the governor. In North Carolina and Nevada, bills regulating apprenticeship and establishing apprenticeship councils were enacted.

Record and Report—"State Minimum Wage Laws and Orders: An Analysis," by Florence P. Smith, covers measures and orders now in effect. Bulletin of the Women's Bureau No. 167. Price 20 cents from the superintendent of documents, Washington, D. C. . . . "The Amalgamated, Today and Tomorrow," edited by J. B. S. Hardman. In text and pictures, this 140-page pamphlet gives the history and the activities of a notable American labor union. From the Amalgamated Clothing Workers of America, Union Square, New York. . . . The ninth annual report of the Geneva Research Center is a review of the cooperation of the United States with the League of Nations and the International Labor Organization. Price 40 cents from Columbia University Press, 2960 Broadway, New York.

Interstate Migrants

LONG range planning to meet the problems created by America's economic refugees, the interstate migrants, was urged in a recent report to President Roosevelt resulting from a review, by a group of federal agencies, of interstate migration and its effect on California. The review, instigated by the President at the request of the California congressional delegation, was made by a conference of representatives of the Works Progress Administration, the Farm Security Administration, the U.S. Housing Authority, the Social Security Board, the Federal Surplus Commodities Corporation, the U. S. Public Health Service, the Office of Education of the Department of Interior, the U. S. Employment Service.

The report of the conference was prepared by William R. Lawson, WPA administrator for northern California, and, with certain underscorings, transmitted to the President by Col. F. C. Harrington, WPA administrator. It points out that although the problem reaches its densest concentration in California it is in reality national in scope, effecting both migrant origin and destination states. Accordingly it recommends the establishment of a continuing committee under the auspices of a federal agency to consider conditions in states of origin; areas which might produce future migrants; industries that depend upon migratory labor; the use of publicity to direct migratory labor to some areas and to withhold it from others; the relation of low relief standards to migration; localities' willingness to cooperate

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in rehabilitation; the adjustment of WPA quotas to deter migration from states of origin; and the integration of migrant and resident assistance in "good opportunity" areas.

Opinion of the conference was that any nationwide program based on such considerations would probably necessitate congressional action. Its report suggests that legislation might be enacted to enable the federal government to resettle migrants in California in areas where they might become self-supporting; return migrants to their states of origin with financial assistance for rehabilitation; resettle migrants in areas where employment is available. The request of the California delegation for federal grants-in-aid to states for relief for non-residents was disapproved by the Social Security Board unless such grants were to include "other needy individuals and families." Otherwise, the board pointed out, resentment of residents would be aroused and transiency encouraged. These same reasons were given by Colonel Harrington, as his objections to the conference's proposal of special WPA quotas for migrants.

Though the conference viewed the problem as a permanent one, its present emergency aspects were emphasized as calling for immediate action. The recommendations in this regard, based on cooperation of existing agencies, included: dissemination of information by the U. S. Employment Service to prevent the flooding of the California labor market; cooperation between the Surplus Commodities Corporation, the Farm Securities Administration and the California State Relief Administration to achieve a wider distribution of available surpluses for assistance to needy migrants; continuance of the provision of camp facilities and small homes for rural migrants by the Farm Security Administration; expansion of the already existent public health service for farm migrants [see "Medicine Follows the Crops," by Rosamond C. Timmonds and Clarence J. Glacken, *Survey Midmonthly,* March 1939]; cooperation between the U. S. Housing Authority and local housing authorities for the creation of low rent dwelling units.

Though the report suggests the establishment of a permanent committee to deal with the migrant problem it is vague about the federal agency under which such a committee might operate. That the appropriate body already exists in the form of the Interdepartmental Committee on Health and Welfare is ignored. So far the interdepartmental committee has devoted practically all of its time to health, but its possibilities as a coordinating and directing factor in solving the problem of the migrants were brought out in the discussions of the annual round table meeting of the American Public Welfare Association last December. [See *Survey Midmonthly,* January 1939, page 7.] The interdepartmental committee already has a technical subcommittee on migration problems but lack of staff assistance has handicapped its functioning.

Where there's a hard job to be done one just naturally looks for William Haber — and usually finds him. Latest of his various trouble-shooting jobs, for which the University of Michigan has given him a year's leave of absence, is the reorganization of the National Coordinating Committee for Aid to Refugees and Emigrants Coming from Germany, with which some twenty agencies are concerned, into the National Refugees Service, Inc. **[See page 180.]**

A State Program—Recognition of the "basic characteristic of mobility of American population" and of "a right to move —across state lines if necessary" is the foundation of New York State's policy toward transients, according to a report prepared by Philip E. Ryan, executive director of the Council on Interstate Migration for the State Department of Social Welfare. The first and only state to adopt full responsibility for the relief of those indigent persons within its borders who have not established residence, New York recently borrowed Mr. Ryan to cock an analytical eye at its year and a half old experiment. The report, resulting from a sample study of 842 cases, found that the program had "refuted the contention that people who lack settlement status are all ne'er-do-well wanderers." But it also found that although the predicted droves of relief seekers had not flocked across the state borders, the burden of being the only state with such a program was too heavy, and indicated that responsibilities should be divided between local, state and federal governments on a fair basis.

Definite recommendations were precipitated from the findings, the most revolutionary being a suggestion that settlement status be acquired after a year's residence in a locality, regardless of whether the person has been a public charge. This proposal, which would throw a large percentage of the state cases back to local responsibility, aroused immediate opposition in the localities, particularly in New York City where the commissioner of welfare, William Hodson, branded it as "unsound." The report also recommended a system of federal grants-in-aid to the states for transient relief pointing out that a portion of the unsettled populace never has had legal settlement in any state. Other suggestions concerned procedures and advice to the Non-Settlement Section of the New York City Department of Welfare to oil its removal mechanism in preparation for World's Fair cases.

Fingerprints—That "transient" is significantly close to being synonymous with "criminal" is the conclusion drawn by June Purcell Guild in an article in the March issue of *Social Forces.* (Reprints from the Travelers Aid Society of Virginia, 803½ East Main Street, Richmond.) In the article Mrs. Guild analyzes the results of the experiment of the Travelers Aid Society in fingerprinting 857 transient men who applied for assistance. [See *Survey Midmonthly,* June 1938, page 207.] The local fingerprinting revealed that over 56 percent of the men already had been fingerprinted in connection with arrests. Their fingerprints were on file at the Federal Bureau of Investigation. Serious criminal charges averaged five per white transient, three per Negro transient. ("I do not know how it happened" said Mrs. Guild.) There were fifty-nine charges of felonious assault, ninety-five charges of burglary, thirty charges of robbery, twenty-nine charges of miscellaneous sex crimes, twenty-six of forgery, forty-five of passing bad checks. Mrs. Guild recommends long time, intensive care for transients, not possible unless their background is taken into account; and adds, "If necessary, men should be required to remain under care long enough to be benefited." No suggestions are made as to how this could be accomplished.

Transportation—Transient travel "on the rods" seems to be settling down to a fairly even level if the figures of the Missouri Pacific Railroad can be taken as an index. That level, however, is several times higher than it was in the pre-depression years. For twelve years the Missouri Pacific has kept tabs on the number of trespassers ejected from trains and railroad property. The count rose from a low of 33,971 in 1928 to a high of 275,696 in 1931. It fell off when the

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federal transient bureaus were opened in 1933; rose again when they closed in 1935. In 1937 the count was 93,498; in 1938 it was 97,899.

Not Welcome—Warnings have been issued by New York State's commissioner of social welfare as well as by New York City's public and private welfare agencies for unemployed persons not to come to the World's Fair seeking jobs unless they have enough money to get themselves home. The city welfare department has announced that it will "deport" all stranded fair visitors.

In Print—"Transients and Migrants," by Victor Jones, published by the Bureau of Public Administration of the University of California, is Number 4 of a series of studies prepared at the request of California legislators. Based upon extensive material, the study considers the migratory agricultural worker in California and his family, from the standpoint of working conditions, unemployment, housing, health, delinquency and community assimilation. From the university, Berkley, Calif.

"Boy Transiency in America," by George E. Outland is a compilation of articles by Mr. Outland that have appeared in various periodicals within the past five years. All deal with "youth wandering in the United States." Published by the Santa Barbara State College Press, Santa Barbara, Calif. . . . "Depression Pioneers," by David Cushman Coyle, is Number 1 in a new series of pamphlets issued by WPA "to present reliable non-technical information on social problems of general interest." In an easy journalistic style, Mr. Coyle pleads for remembrance of the "traditional standards of American history" in judging the migratory family: "Most of these people are on the road for the same reason that kept the covered wagons rumbling across the prairies for the better part of a century." From WPA headquarters, Washington, D. C.

The Public's Health

THE first public health museum in this country may be found at the Medical and Public Health Building at the New York World's Fair. The museum is located in the Hall of Man where every phase of man's normal biology is presented through striking models, whole or in sections. Emphasis in the Hall of Man is on the functioning of a healthy human being. One of the most popular of the exhibits is that of the Maternity Center Association where seven hundred visitors an hour were counted on the day of its dedication. Its main attraction is a series of life-sized plaster models depicting the growth of the human embryo from conception to birth. Hundreds of pre-natal X-ray photographs were used in making these models, the first of their kind in medical history. The exhibit is intended to dispel the false modesty and superstition which so often is associated with the reproduction of the genus *homo*.

Paresis—California is one of the first states to expand its venereal disease program to include action against advanced cases of syphilis involving the central nervous system. Through the Department of Institutions the state is offering malarial inoculation for all suitable cases. The inoculation will be administered at seven state hospitals to patients referred either by a health officer or by a private physician through a health officer. Patients who can afford private physicians will return to their homes for care during the course of their fever. Others will be admitted to the state hospitals for the fever period. It has been estimated that nearly 7 percent of all admissions to the state mental hospitals consist of cases of syphilitic brain disease. Through a system of timely fever treatment of potential paresis cases—those that show evidence of syphilis of the central nervous system—it is hoped to reduce the incidence of syphilitic insanity.

Though serious complications of the central nervous system develop in only about 17 percent of all untreated cases of syphilis, California's estimate of the insanity traceable to this disease is not high. Studies in Illinois show paresis to have accounted for between 8 and 13 percent of the institutionalized insane since 1922. Each case costs the state about $250 per year.

Economy—Budget cuts threaten the efficacy of the mental hygiene and health programs in New York State where the legislature recently lopped nearly $2 million from the governor's recommendations for these services. Hardest hit by the cut is the State Department of Mental Hygiene. Though this department spends only a dollar a day for each of the 94,824 feebleminded, insane and epileptic state charges—including 6 cents per meal—the governor already had recommended a savings of $2 million within the institutions and $1,213,000 in institutional operating and maintenance costs. This hole in the budget has been enlarged by the slicing away of an additional $1,564,140 by the legislature, all this in the face of an expected increase of from 2000 to 2500 patients within the next year. Already the institutions are 14 percent overcrowded and are so understaffed as to make one attendant responsible for 25 to 100 patients.

The State Health Department will suffer by reason of a $299,259 reduction from the governor's $4,801,459 budget. In this department the force of the blow will be taken by four tuberculosis hospitals which must curtail their expenditures by $136,446. This reduction may make it necessary for three of the hospitals to discharge 70 sick patients and to deny admission to 140 others during the coming year. The fourth hospital will either have to delay opening a new 100-bed infirmary or reduce its average occupancy to 60 patients instead of 100. Other Health Department budget reductions will affect the State Institute for the Study of Malignant Diseases, the State Home for the Physically Handicapped, the State Laboratory, the Division of Sanitation, the Division of Public Health Nursing, the Division of Administration.

In New York City, a similar cut in the education budget threatens to cripple the school health program. Sixty health supervisors will probably be recalled from the field, according to the superintendent of schools.

Union Health Plan—Fifty-two general medical practitioners and specialists

Associated News, Inc.

No newcomer to the National Committee for Mental Hygiene is Dr. George S. Stevenson, its recently appointed medical director. For the past twelve years he has been director of the committee's division of community clinics, a national consultation bureau for child guidance work and other community services. He is also chairman of the New York City committee for mental hygiene of the State Charities Aid Association and a member of the executive committee of the Society for Research in Child Development. In his new post, Dr. Stevenson succeeds Dr. Clarence M. Hincks who resigned to devote more time to his work as general director of the National Council for Mental Hygiene of Canada.

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will serve the 55,000 members of the New York City local of the Transport Workers Union, CIO, under a recently inaugurated group medical plan. This plan which involves no expense to the members, except in cases where excessive materials are required by physicians, will cost the union an approximate $170,000 per year. Recognizing the value of prevention, the union has sent out a plea for immediate applications for health examinations.

State Care—Free hospital or dental care has been granted to more than 40,000 persons in the past year and a half under the Louisiana state plan for hospital care of the needy. Administered by a State Hospital Board the plan provides for hospitalization in six state-built institutions, as well as in private hospitals for those cases inconveniently distant from the state institutions. Each state hospital has an out-patient department to serve ambulatory patients, crippled children, pregnant women, mothers and babies, and to make venereal disease tests. Dental care is provided from twelve trailers equipped as mobile clinics.

Concerning Co-ops

COOPERATORS in New York for the World's Fair this summer will have a sideshow geared to their special interest in the form of a Cooperative Center sponsored by the Cooperative League of the United States, Dr. James P. Warbasse, president. Located at 136 East 44 Street, in a building which houses a large cafeteria, the center will offer displays of cooperative accomplishments and products, and will serve as an information center for visiting cooperators and interested consumers, especially in regard to the eighty cooperative enterprises in the metropolitan area.

Buyer Meets Seller—Some five hundred men and women from thirty-one states attended the first National Conference on Consumer Education held recently under the sponsorship of the Institute for Consumer Education, Stephens College, Columbia, Mo. Consumer and government spokesmen and representatives of business appeared on the program. Harold S. Sloan, of the Alfred P. Sloan Foundation, Inc., opened the conference. Speaking on "Consumer Education—a National Necessity," he argued that good buymanship is necessary to maintain free enterprise and that consumers should aspire to economic statesmanship. The value of consumer education to the small income group was one of the questions raised. "How long are we going to ask an $18-a-week family to examine the warp and woof of fabrics in order to learn how to save a few cents on a coat which the woman in the family buys once in seven years?" One speaker stressed the need for consumer politics as well as consumer economics, while another insisted that there is an essential conflict between producers and consumers, and that for this reason the consumer's viewpoint cannot be taught to the person who is being prepared to sell. Department store representatives attacked this opinion, pointing to the success of new type consumer training being given to store employes. The conference did not solve the problems presented but helped to clarify issues and bring into focus the field of consumer education.

Facts for Shoppers—A revision of the well known handbook for women shoppers, "Scientific Consumer Purchasing," has been issued by the American Association of University Women, 634 I Street, N.W., Washington, D. C. (Price 60 cents.) Included are chapters on informative selling, advertising and labeling, urging women to procure accurate descriptions of the construction and performance of goods displayed for sale not only in the interests of improving their buymanship but of helping to safeguard producers and retailers of integrity from unfair competition. There are two new chapters on prices and consumer cooperatives, and suggested plans for special studies of hosiery, sheets and blankets, bedding and upholstery, refrigerators and canned fruits and vegetables.

Bon Voyage—Denmark, Norway, Sweden, Scotland, England, France and Switzerland are on the itinerary of "The Trip to Cooperative Europe" which leaves New York, July 1. Leaders of the group will be Dr. Henry J. Carpenter, tour director of the Federal Council of Churches, and Monsignor Luigi Ligutti, president of the National Catholic Rural Life Conference. The Third Annual Tour of Nova Scotia Cooperatives is set for August 21 to September 2 under the direction of Dr. Hartly Hartman. Information concerning both tours from the committee on the church and cooperatives, Federal Council of Churches, 297 Fourth Avenue, New York.

Laboratory Work—Twenty-six students of Rochdale Institute, 167 West 12 Street, New York, national training school in consumer cooperation, have completed three months of academic work and now will apply their theories in the field. They will be assigned posts connected with grocery management, insurance, housing, gasoline distribution, credit union organization and cooperative educational and promotional work. The institute opens for the fall term on September 18. It is offering a tuition scholarship for the best essay submitted on some phase of consumer cooperation. Details from the registrar.

Co-op Survey — The farmer-owned cooperative purchasing organizations handling farm supplies and petroleum products constitute the strongest branch of the consumer cooperative movement in this country, concludes the report, "Operating Results of Consumer Cooperatives in the United States in 1937," by Professor Carl N. Schmalz, chief of the Bureau of Business Research, Harvard Graduate School of Business Administration, Cambridge, Mass. (Price $1 from the bureau). The largest sales are of farm supplies, notably live stock feed; the most profitable, bulk petroleum products. Cooperatively owned food stores, it was found, are operated at approximately the same levels of total expense and gross margin as corresponding privately owned stores. The possibility that the co-ops can give better values lies in advantages secured in wholesaling and manufacturing, possibly through private branding coupled with scrupulous regard for product specifications; in labeling; in pricing for the interest of consumers; in distribution of retail profits.

The study on which the report is based was financed by the Good Will Fund, Inc., established by the late Edward A. Filene of Boston.

In the Black—The national mail-order consumers' cooperative, known as Cooperative Distributors, reports that it closed its latest fiscal year with a net profit of $2338. Cooperative Distributors sells to more than 200 cooperative stores and over 3000 individuals living in every state in the Union as well as in such foreign countries as the Belgian Congo, Czechoslovakia, Syria, Transylvania, Guatemala, Japan, China and Denmark. As individuals develop an interest in the organization they become member-owners. In addition to doing a mail-order business, Cooperative Distributors operates a retail store in New York City.

Job Insurance

THE crisis in unemployment insurance, faced in the early months of the year because of inadequate operating funds, was met in mid-April when President Roosevelt signed a bill increasing the funds available to the states for administrative purposes from $49 million to $80 million for the current fiscal year and for each year following.

Simplified Laws—Ten states have simplified their unemployment insurance schemes in 1939 legislative sessions by adopting flat benefit rates within stated wage classes. Three states have dropped

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the question of merit-rating for this year. The simplest measure is now that of Maryland, which has only eleven wage classes determined by quarterly and annual earnings. The worker in covered employment who earned at least $150 for the year, and between $37.50 and $130 during the highest quarter of that year, is entitled to $5 in weekly benefits. Benefit rates increase $1 for every increase of $26 in quarterly earnings and $30 in annual earnings. Some of the changed laws —notably that of Rhode Island—while adopting the "flat rate" plan, are unnecessarily complicated by very narrow intervals in the brackets established. Thus between $6 and $8 weekly benefits, the Rhode Island scheme increases by 25-cent steps.

Waiting Periods—A number of states in recent legislative sessions have reduced the waiting period between the beginning of unemployment and the beginning of benefit payments. Thus eight states have fixed two weeks, which need not be consecutive. Oregon and Vermont now require three weeks in fifty-two. Vermont formerly required three weeks waiting period every half year; other states formerly required two weeks in thirteen, or five in fifty-two.

New York Report—After a nine-week inquiry, a New York legislative committee brought in a report sharply criticizing the administration of unemployment compensation in that state. The report charged unwieldy organization; overpayments amounting to more than $29 million; serious confusion and delay, with 232,000 unpaid claims; and unnecessarily elaborate reporting and record keeping. Responsibility for the situation was laid to Frieda Miller, appointed state industrial commissioner by Governor Lehman. A minority report, approved by the Democratic members, defended Miss Miller's administration, and expressed confidence that she would "continue to improve the administration of the law and place it upon a basis where efficient and satisfactory service is being rendered to employers and employes alike." The minority report accused the Republican majority of following "a ruthless political course" in their investigation. Miss Miller's appointment as state industrial commissioner was confirmed by the state senate a few days after this report was submitted.

Recreation

RECREATION in this country is the richer this year because of WPA which in four recent months completed 1450 new public recreational facilities and repaired or otherwise improved 1675 others. These included athletic fields, playgrounds, parks, tennis, handball and horseshoe courts, swimming and wading pools, and public golf courses. Sixteen open-air theaters and eleven band shells were constructed. In step with the increasing popularity of winter sports, WPA workers completed for use last winter a number of ski jumps, ski trails and toboggan slides. The areas of parks improved is the equivalent of about 4965 city blocks.

Contrary to the often heard criticism that communities are prone to leave the financing of their recreation programs to WPA, a recent report from the WPA recreation division indicates that the federal projects have served as a stimulus to the initiative of municipal recreation bodies. An increase of 22 percent in municipal appropriations in 148 cities and of 12 percent in salaries to directors, leaders and counselors, dispels the theory that communities are throwing the whole burden of recreation on the WPA.

Group Recreation—Chicago has gone far in recreational opportunities since the days when a pioneer social worker, sponsored by the Woman's Club, initiated a program of clubs, dramatics, social dances, and play activities for boys and girls. The recently published "Chicago Recreation Survey" briefly reviews the past thirty years and then studies intensively the field of private recreation today, covering the activities of religious agencies, nationalistic organizations, women's clubs, art, music and dramatic groups. It promises a supplementary monograph on industrial and labor union recreation. The survey was sponsored by the Chicago Recreation Commission and Northwestern University, under the supervision of Prof. Arthur J. Todd.

Chicago boasts that, without additional taxation, in 1938 it gained 453 new playgrounds, adequately equipped and supervised. A year ago these play lots were vacant property, eye-sores to the public and a menace to children. They have been levelled, cleaned up and equipped with WPA and NYA assistance, under the leadership of the Chicago Recreation Commission.

All American—Some 200 committees, 3000 performers and thirty-two national and cultural groups cooperated in the Festival of Nations, an "Experiment in Friendship," held recently in St. Paul, Minn., for the fifth successive year. Each of the performers had at least one parent of the nationality which he represented in the folk songs and dances. The festival sponsored by the International Institute is self-supporting. The institute holds that the project not only affords the individual opportunity for recognition and adventure, but also contributes to a better understanding of diverse cultures and to a spirit of tolerance and good will.

American Sokol—United States citizens with a Czechoslovakian background and with common new world interests have imported the Sokol into this country. The Sokol, founded in Czechoslovakia in 1862, offers its program of physical training to all, irrespective of age or sex, provided they are citizens of the United States, or at least declarants. Instead of planning competitive games and sports, the Sokol organizes classes for massed drill in order to give individuals practice in doing things collectively. Its aims are mental and moral as well as physical training. The American Sokol Union comprises over a hundred units in twenty-one states.

Play Space—The National Recreation Association has drawn up standards for outdoor recreation space in housing developments and embodied them in a report drafted by a special committee of which George D. Butler of the association was chairman. Nationally known experts in city planning, recreation facilities, housing and other allied fields, acted as advisers. Recommendations cover a wide field, including specific suggestions for play lots for each block or group of buildings, playgrounds within each neighborhood, a play field within easy reach of every housing development. The report also discusses the troublesome problems of finance and administration. An appendix cites local experiences as examples of planning and cooperation, more or less effective, with a brief bibliography and a few suggestive plans. Price 25 cents from the association, 315 Fourth Avenue, New York.

Professional

FIELD work in the study of services conducted by the Joint Vocational Service [see *Survey Midmonthly*, October 1938, page 317] is now completed and alternatives for the future of such services have begun to precipitate. A fact that emerged clearly from the study is that practically all social workers favor some kind of a national vocational service. Limitations in JVS were seen as due primarily to its remoteness from any part of the country other than the eastern seaboard. The possibilities for the future suggested to the special study committee by the field staff, Arthur Dunham and Dorothy D. Bourne, are: abolishing JVS and abandoning any idea of a national vocational agency; abolishing JVS, but encouraging the assumption by the public employment service of the function of the placement of social workers; continuing some form of a national placement agency, possibly with regional offices or field service, its work to in-

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clude, in addition to placement, such matters as vocational information service, consultation and clearing service for civil service examinations; establishing a national vocational office which would be essentially a "clearing house" rather than a placement agency. The committee's findings and recommendations probably will be announced this month at the National Conference of Social Work.

Toward Understanding—A unique relationship between state and voluntary social work exists in New Jersey where the State Department of Institutions and Agencies has taken the initiative in bringing the representatives of public and private social work together in order to foster mutual understanding. This began by the formation of the New Jersey Child Caring Group, an organization of children's and family agencies which holds periodical meetings under the auspices of the state. A similar group, the New Jersey Association of Homes for the Aged, brings together boards of directors of the privately incorporated homes for the aged, representatives of the old age assistance boards and administrators of the public institutions for the aged. More completely within the realm of the state is the series of regional conferences of the New Jersey State Association of Overseers of the Poor and Welfare Directors. The recurring motive of reciprocal education was reflected in the general theme of this year's spring meetings: "Getting Still Better Acquainted."

A Lion in a really big way even, say his associates, to the roar, is MacEnnis Moore, "Dinky" to almost anyone after the first hour or so of acquaintance. Mr. Moore's lionizing began in Wheeling, W. Va., where as a representative of the American Foundation for the Blind he joined the effort for the enactment of the so-called Lions Club Bill to create a service program for the blind within the Department of Public Assistance. When the bill passed the West Virginia legislature the Wheeling Lions, as a mark of appreciation, made him a Lion-at-Large and presented him with a plaque.

New Conference—The first annual meeting of the New England Conference on Child Protection held in Boston recently was in institute form, with four sections, each limited to twenty-five members. Private agencies in the children's and family field from every New England state were represented in the registration. The conference elected as its president Ernest Kavanaugh of the Massachusetts Society for the Prevention of Cruelty to Children.

In California—At the business session of its recent annual meeting in Oakland —theme: "Social Welfare—Safeguard of Democracy"—the California Conference of Social Work seems to have set an endurance record. The session ran from 1 p.m. to 7:30 p.m. without, so they say, a dull moment. Many of the fireworks centered on the report of the committee on evaluation which proposed amending the by-laws to affect a pretty general reorganization of the conference. At long last the proposals, except for a few minor ones, were referred back to the board of directors for reconsideration. The conference elected as president: Dr. Hubert Phillips, professor of social science and dean of the lower division of Fresno State College; vice-president, Laura McKeen of Santa Barbara; regional vice-presidents; Laura deVeuve of San Francisco; Mrs. Fay Coleman of Stockton; Dr. Walter Hepner of San Diego; Mrs. John Riddell of Los Angeles.

Going Up—Standards based on professional training will be required for entrance to the Association of Church Social Workers after its fifth annual meeting in Buffalo this month. Persons applying prior to June 19 are being judged mainly on the basis of field experience. More than a dozen religious denominations are represented in the applications which have been piling in from various states, Canada and abroad to beat the deadline.

Meetings—Directors of research and statistics in state public welfare agencies will meet in Washington, October 23-26, under the auspices of the Division of Public Assistance Research of the Social Security Board, to discuss ways of making statistics more valuable for administrative and interpretive use. . . . The University of Denver's second annual conference on problems of health, physical education and recreation will be held July 11-13 under the direction of Dr. N. P. Neilson, executive secretary of the American Association for Health, Physical Education and Recreation. The theme, "Development of Community Recreation through the Public Schools." . . . Atlantic City has been chosen for the Third International Cancer Congress, September 11-16, under the auspices of the International Union Against Cancer. . . . The Tamiment Economic and Social Institute, started in 1935 to "furnish to American labor a platform and all the conditions necessary for group thinking," will hold its fifth annual conference June 22-25 at Tamiment, Pa. The announced subject is, "The Totalitarian Challenge to Civilization." John T. Flynn is chairman of the sponsoring committee. . . . The annual convention of the Association of Medical Cooperatives will be held at the Hotel Astor in New York, July 20-22. Subject for discussion, National Health Program.

Opportunities—Summer employment in settlements usually offers maintenance, sometimes a salary, always valuable experience. Inquiry regarding several such openings may be made to the National Federation of Settlements, 147 Avenue B, New York.

Divers Good Causes

AN important New York City agency merger, now under way, involves two of the oldest child-caring institutions in the city, the Hebrew Orphan Asylum and the Hebrew Sheltering Guardian Society. Absorbed in the merger will be the Jewish Children's Clearing Bureau, a central placement bureau for the two institutions, and Fellowship House, an affiliate of the Hebrew Sheltering Guardian Society. The two institutions served over 5000 children during the past year. The new organization will remain affiliated with the Jewish Federation.

Arts and Crafts—Aesthetic desire and economic necessity combined in North Carolina to perpetuate the native arts and crafts of a mountain community through the organization of the Penland Weavers and Potters. This non-profit enterprise which began in 1923 to revive the art of weaving among the mountain people, by 1929 employed sixty-three women who, while supplementing their meager incomes, experienced something of the joys of creation. This year it celebrates the tenth anniversary of its Penland School of Handicrafts. Every summer people from all over the country flock to the school, originally called the Weaving Institute, to learn weaving, metal crafts, pottery and even shoe de-

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signing and making. This year's session, from June 26 to August 26, will consist of three three-week units which may be taken separately or continuously. (Apply to the director, Miss Lucy Morgan, Penland, N. C.)

Though the school is held only in the summer the local Weavers and Potters continue to meet all year round. In 1929, their peak year, they sold $18,000 worth of goods, mostly through church auxiliaries and civic organizations. Some $10,000 was paid in wages. Though the subsequent depression had its devastating effect even in such an isolated mountain community as Penland, there is no record of a single "weaving family" having to go on relief.

Interpretation—"The World is Fairer" says the attractive little booklet which comprises the thirty-second annual report of Hope Farm, a community and school for children in Dutchess County, New York. Pen and ink sketches done with lightness and humor trace the development of child care from the days of Queen Elizabeth to the founding of Hope Farm in 1906 and through its ensuing development from a children's "home" to the present community and school. The sketches are lively and carry the reader through the short factual paragraphs that accompany them. . . . Social Work in Action might be a fitting title for the spring issue of *Better Times,* publication of the Welfare Council of New York City. Thirteen field workers—a relief investigator, a visiting nurse, a family case worker and others—who represent the point of contact between social work and the receptive community, present verbal pictures of a typical day on the job. Realistic photographs of community activities in operation add vitality to this unusual number. Price 25 cents from the council, 44 East 23 Street.

Council—Four years of struggle by a group of volunteer social workers in Brooklyn culminated recently in the incorporation of the Brooklyn Council for Social Planning. Formed to organize and correlate the work of Brooklyn welfare agencies, the new council has succeeded in raising $5000 toward establishing a permanent office. Eight subcommittees to study various phases of social work in the borough already have been formed. First president is the Rev. John H. Lathrop, rector of the Church of the Saviour.

For Boys—The Madison Square Boys' Club of New York has received an outstanding grant from the Charles Hayden Foundation, a $450,000 fund for a new five-story club house, completely furnished throughout, hopefully expected to be ready for occupancy in November. In addition to the usual modern equipment there will be a roof garden featuring many branches of outdoor life, an Adirondack cabin with a stone fireplace, a woodcraft ring and facilities for a skating pond in the winter.

The Boys' Club of Greenwich, Conn. is also to have a new club house. The site and the necessary funds for the building have been donated by Albert H. Wiggin, one of the directors of the club.

Competition—In its latest annual report, Chicago Commons reminds its friends that the settlement, which for more than forty-four years was the first concern of Graham Taylor, faces a new year without his inspired leadership. The situation which confronts it is a challenging one: thirty thousand people to the square mile; two settlements, seven church neighborhood houses and 514 liquor establishments; one YMCA and thirty-eight cabarets licensed for dancing; thirty Boy Scout Troups and thirty-seven billiard parlors; four small parks, four public playgrounds and seventeen movies.

People and Things

SAN FRANCISCO and New York have no monopoly on this year's fairs. Smaller and lacking ballyhoo, the First International Exposition of Social Progress opened at Lille in France last month to run until October. Health, Housing, Education, Work, and Open Air are the five principal headings under which the exposition has been organized. Its exhibits cover twentieth century social progress in the North and East of France and in the neighboring countries of Belgium and Luxembourg.

Chairman—Governor Lehman has appointed Alfred H. Schoellkopf to succeed Victor Ridder as chairman of the New York State Board of Social Welfare. Mr. Ridder, who has been chairman of the board since its creation in 1935, has resigned because of ill health.

Around the Country—This month brings a new director to Washington to head the American Youth Commission, Floyd W. Reeves, formerly professor of administration at the University of Chicago. . . . To Pennsylvania from Illinois goes Faber Stevenson, recently executive secretary of the Peoria Community Fund, now director of the Harrisburg Welfare Federation. . . . A. L. Nilson, for seven years executive secretary of the Warren, Ohio, Community Fund is now director of the Dade County Community Chest, Miami, Fla. . . . Another "chest change" is that made by Warren Pierce who has left the Asheville Community Chest to become executive secretary of Binghamton, N. Y., Character Chest. . . . Louisa DeB. FitzSimons has left the state of Georgia where she was director of the public assistance division of the State Department of Welfare, to go to Washington as a field representative in public assistance for the Social Security Board. Miss FitzSimons's position in Georgia has been taken over by Lucille Wilson, former district field supervisor for the State Department of Welfare. . . . Dorothy Wysor Smith has resigned as director of the bureau for non-residents of the division of social service of the California State Relief Administration. . . . Grady Hospitals, Atlanta, have a new director of medical social work, Constance Orme, from Roper Hospital, Charleston, S. C.

New York, N. Y.—Announcements from local agencies and national agencies with headquarters in New York make that city figure prominently in the news of recent comings and goings of social workers. The year old National Association of Day Nurseries has announced six staff appointments: executive secretary, Elizabeth W. Clark; field secretary, Augusta W. Noyce; research secretary, Agnes E. Benedict; membership secretary, Kathryn W. Siering; office manager, Isabel M. Smock; public relations secretary, Mary D. Blankenhorn. . . . Heading the newly created bureau for the aged of the Welfare Council of New York City is Helen Brunot, formerly field representative with the Social Security Board's Bureau of Public Assistance. . . . Ruth M. Dodd, who is moving to New England, has resigned as publications secretary for the Family Welfare Association of America. . . . The recently formed Queensboro Welfare Council has reached out to Connecticut for its executive secretary, bagging Edna M. Geissler, former field representative of the Connecticut Society for Crippled Children. . . . The New York State Department of Social Welfare has appointed William H. Hill senior social worker, public assistance, in the New York City office. Mr. Hill was formerly on the staff of the Protestant Family Welfare Agency, Albany. . . . The National League for Peace and Democracy found its new national executive secretary, the Rev. Thomas L. Harris, in Bloomfield Hills, Mich. where he was rector of Christ Church, Cranbrook.

Among Nurses—Dorothy Deming, general director of the National Organization for Public Health Nursing has been reelected secretary of the National Health Council. . . . New director and associate professor of public health nursing at Loyola University, Chicago, is Dorothy Rood, for the past four years director of public health nursing at Ohio State University. . . . The U. S. Children's Bureau has appointed Evelyn H.

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Schoen, formerly on the staff of the New York State Department of Health, as public health nurse consultant to work with the division of child development on a study of premature infants at the New York Hospital, New York City. . . . Dorothy Rogers, former chairman of the Red Cross Nursing Committee of St. Louis, will take over duties September 1 as director of the School of Nursing of the Presbyterian Hospital, Chicago.

Glad Department—Winners of the Clara Dutton Noyes Scholarships for the 1939-40 nursing courses offered by the Florence Nightingale International Foundation are Celia E. Walsh, nursing field representative of the American Red Cross for Maine, and Sigridur Gudmundsdottir of Iceland. . . . "Outstanding services to humanity" won gold medals from the National Institute of Social Sciences for William Church Osborn, president of the New York Children's Aid Society, Martha Berry, founder of the Berry Schools in Georgia, and George Wharton Pepper, former Senator from Pennsylvania.

England's University of Oxford will be the richer for a year by the presence of Joseph P. Chamberlain, wisely chosen George Eastman visiting professor for 1939-40. Dr. Chamberlain is professor of public law at Columbia University and esteemed vice-president of Survey Associates.

Over the Footlights—"Miss Bailey" walked the stage of the Kansas Conference of Social Work recently in a dramatization of her article "Brace Up, Theodore," [see *Survey Midmonthly*, October 1937] given by a hardy trio of the Social Work Northwest Mounted (Association of Social Workers of Northwest Kansas). The cast was headed by Annie Enlow of Clifton Springs as "Miss Bailey." The dramatization was one of three original skits given by social workers attending the conference. Over 500 were at the final dinner where all entertainment was provided by the social workers themselves, its gold unalloyed by "speech-making." It was followed by a session of swing dancing, slowed up occasionally to allow the oldsters to three-step.

Sorry—By one of those slips of the typewriter that hurt the editors more than anyone else, an item in this department last month named Barklie Henry, former president of the Association for Improving the Condition of the Poor, as chairman of the executive council of the new Community Service Society of New York. Mr. Henry, as we knew perfectly well, is president of the society and Bailey B. Burritt, senior staff member, former director of the AICP, is chairman of the executive council.

Readers Write

Worthy Cause

To the Editor: For a good many years, ever since my first National Conference of Social Work, I have been the original and as far as I know the only member of the Royal Order for the Suppression of Over-Worked Catch Words—ROSOWCW for short. Just now I am campaigning against the word "flexible" which out our way is heard from ten to fifty times whenever social workers are gathered together. As part of my campaign I've written a "pome." It's a terrible pome, but, I submit, a worthy cause.

What's the word in every tongue?
Flexible.
What will cure our staid hum-drum?
Flexible.
What's the note of salutation;
What's the core of cogitation;
What's the end of rumination?
Flexible.

What's the password to the sanctum?
Flexible.
What's the highest peak of dictum?
Flexible.
What's the point of greatest joy,
When with plans we fondly toy?
It's when we shout with glee—"Oh, Boy
It's Flexible!"

What's the word we've overworked?
Flexible.
What's the thought we've never shirked?
Flexible.
What's the thing we never bend—
Unyielding to the very end;
Which unto death we will defend?
Flexible.

Charles O. Lee
Wichita, Kan., Community Chest

Not in West Virginia

To the Editor: In his article, "Birth Control and Social Work," in the March issue of *Survey Midmonthly*, Prof. Norman E. Himes mentions West Virginia as one of four states in which "public health nurses and social workers, operating under the direction of skilled physicians, are distributing a simple method the woman can use herself without individual instruction by a physician."

This gives an erroneous impression since public health workers in the employ of this state are not permitted under any circumstances to distribute birth control literature or contraceptive material. This has been stated very definitely by the state health commissioner in a circular letter to the workers.

While the majority of our staff are personally very favorable to the birth control movement and constantly see the need for it in the field, the State Department of Health is a governmental agency supported by tax monies, and therefore its employes cannot participate in a program which still is as controversial as birth control.

Laurene C. Fisher
Director, Bureau of Public Health Nursing, State Department of Health Charleston, W. Va.

Collectors' Items

To the Editor: My little article, "Say It with Simplicity," in the January issue of the bulletin of the National Conference of Social Work has been bringing me in a rare collection of examples of social work mumbo-jumbo. For example:

"What patterns implement the psychiatric concept of the impact of accelerated personal frustration in an intuitive introvert?"

"Nevertheless it is believed that the material contained in this report is germane, is invaluable as general barometric data and can be used as a measure and as an analysis of the multitudinous intricacies of the social problem of this Commonwealth."

I shall be glad to have additional items for my collection. Paul L. Benjamin
Executive Secretary, Council of Social Agencies, Buffalo, N. Y.

Vacation Plus

To the Editor: Perhaps some of the readers of *Survey Midmonthly* would be interested in the possibility offered by the Summer Institute for Social Progress for combining a two weeks intensive course in the essentials of a democratic social order with the vacation advantages of the beautiful country campus of Wellesley College, Wellesley, Mass. The dates are July 8-22. John Stewart Burgess of Temple University is chairman of the conference leaders, able experts in economics and politics from various colleges who will lecture on vital current issues and lead small discussion groups. Alternate afternoons and evenings are left free for recreation. You can live out-of-doors, walk, swim, play and talk to your heart's content.

A program and full details will be sent on request.

Director Dorothy P. Hill
Summer Institute for Social Progress
22 Oakland Place, Buffalo, N. Y.

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Book Reviews

Life and Living

ADVENTURES IN GIVING, by William H. Matthews. Dodd, Mead. 252 pp. Price $2.50 postpaid of *Survey Midmonthly*.

SELDOM does a book reflect so accurately the soul of its author as "Adventures in Giving." It is William H. Matthews the man, rather than the author, who speaks to us from these pages with a straightforward simplicity as convincing as it is rare. To those who know him it is impossible to conceive of him as being anything but direct. Although the path which he has followed since boyhood has been far more difficult than that of most men, his footsteps have been so unfaltering, his journey so uninterrupted, that one is apt to overlook the obstacles which beset his way.

It is difficult to classify "Adventures in Giving," for it is at once an intimate, colorful biography and a discussion of the social problems of our times. There is a vivid description of the boyhood of the author in which he describes how, at the age of twelve, he started to earn his living in a New England textile mill where he worked twelve hours a day, receiving at the end of each week $2.50 for sixty-five hours' labor. It was not until he was nineteen that he undertook the seemingly hopeless task of working his way through school, Williams College and the Union Theological Seminary. The Phi Beta Kappa key which he wears is testimony of his success.

It was typical of the man that having prepared himself for the ministry at such sacrifice he turned without hesitation to social service work when he realized that it would bring him closer to the firing line of life, the place he has always desired to be.

During the busy years of accomplishment that followed he never willingly left that front line. His knowledge of men both rich and poor, powerful and weak, came at firsthand. From thousands of daily experiences he has learned to identify human motives with disconcerting clarity. Where he has seen the glimmer of truth he has pursued it fearlessly without thought of personal consequences.

There are many who will not be pleased with this distillation of fifty years of activity. Mr. Matthews has little sympathy, for example, with the social worker who is more concerned with the scientific accumulation of data than with the human equation. "In no one of the many books and pamphlets I have read from time to time on social case work," he says, "have I found a better guiding principle for the treatment of an individual than the simple short story of The Good Samaritan." And again, "There is no justification for such spending if the mechanism created gets in the way of natural human relationships." He has never deviated from this simple basic principle.

There are others who will not agree with many of his conclusions, antagonizing perhaps to some, revolutionary perhaps to others. For he believes to the core of his being that the cause of poverty does not lie "in the unalterable nature of things," but rather in human institutions and social schemes, including our industry, our tenements, our laws, jails, religion, education, politics, business, and our philanthropy.

He sums it all up in the last paragraph of his book. "If further research, further scrutiny and study of the poor and of the efforts made to improve their condition, result in bringing home a larger sense of social stewardship to those who sit in high places because of superior physical or mental strength, toward those of restricted strength and capabilities; if such adventure reveals ways by which all those possessed of the desire and intelligence to sustain and manage their own lives will be given opportunity to do so, then indeed shall the contribution made be counted as the greatest of all in the field of social endeavor, a contribution that in itself will be beyond the realm of appraisement."

"Adventures in Giving" should and will be read by every social worker in the country, but in addition it should be read by the thousands of men and women who contribute so generously each year to our manifold philanthropic activities. It will shed a new light of meaning on their gifts.

New York EDWARD STREETER

Last Year — In Seattle

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK: SEATTLE, 1938. University of Chicago Press. 802 pp. Price $3 postpaid of *Survey Midmonthly*.

THICK and formidable on the outside, this book's inside is a complete surprise to one uninitiated in National Conferences. Where is the famous technical terminology, preoccupation with approach, the vivisection of the client? Not here! No, here are social workers who speak plainly and understandably about real problems in the world of today—unemployment, health, democracy, war. Here are people who are conscious of the social forces which transform a man into a "client" and who are bending every effort to devise means whereby he might meet those forces with the minimum of tragedy.

Case work and the individual approach are not ignored, but these are presented as a part of social work—a method. Emphasis is on services and programs: medical services, employment services, housekeeping services, relief programs, interpretive programs, community organization. The variety of subject matter in the sixty-five papers included in the volume shows the tremendous complexity of social work as it is today. The sane, careful reasoning that characterizes most of them indicates that in expansion social work has not lost its quality. The volume as a whole gives an impression of earnest vitality leading one to the conclusion that Seattle must have been, last June, a very interesting place indeed. KATHRYN CLOSE

Not So Long Ago

WHEN SOCIAL WORK WAS YOUNG, by Edward T. Devine. Macmillan. 163 pp. Price $1.75 postpaid of *Survey Midmonthly*.

IN 1896, when the New York Charity Organization Society had lost the services of its first secretary, who had come from Philadelphia, it filled his place by the appointment of Edward T. Devine, also from Philadelphia, where he had been engaged in extension work in connection with the University of Pennsylvania.

In this volume, Dr. Devine gives an interesting review of organized charity in New York in the 1890s, and particularly of the COS, recalling the leading personalities in that field and the principles and developments of the decade. He then details in successive chapters four remarkable advances of the first importance initiated by the COS from 1896 to 1906. The first of these developments was the launching of an exceedingly effective movement for better housing in New York City, a movement, in succession, educational, legislative, and administrative. It involved the appointment of a tenement house committee of the COS in 1898, the creation of a Tenement House Commission by the governor, the enactment of the recommendations of that commission into law, and the organization of the Tenement House Department of New York City with Robert W. de Forest as commissioner and Lawrence Veiller as his deputy.

The second notable step by the COS was the creation in 1902 of a committee on the prevention of tuberculosis which carried on a most effective pioneer program for many years, and ultimately became the present New York Tuberculosis and Health Association.

The third notable step was the establishment in 1897 of the publication *Charities* as official organ of the COS. In due time *Charities* became *Charities and the Commons* which, again in due time, became *The Survey*.

The fourth great forward step of the COS in this decade was the beginning of

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training for social work, which from modest origins became the present New York School of Social Work, still a part of the COS, now the Community Service Society of New York.

This was truly a remarkable series of achievements. It happens that I had preceded Dr. Devine in social work in New York by three years. He is correct in the implication of his title, "When Social Work Was Young." It was so young, that at that time it had no name. The COS and the State Charities Aid Association, of which I was the executive officer, worked in close accord. Hence, I knew about and participated in all the steps which Dr. Devine recounts in his book. The query continually recurs to me: Did not all these things happen, not only when social work was young, but also when—and because—Dr. Devine was young? He was a young man of great energy, constantly thinking of getting things done, adept at bringing things to pass. If a different type of person had been the new secretary of the very useful COS, I am inclined to think that it probably would have remained simply very useful, and that today no historian would have been able to record the group of extraordinary accomplishments which stand to its credit in the decade beginning with 1896. Dr. Devine has written several excellent books, no one of them more interesting than this one.

New York State Charities Aid Association HOMER FOLKS

What to Do and How

COUNSELING YOUNG WORKERS, by Jane F. Culbert and Helen R. Smith. Vocational Service for Juniors. 212 pp. Price $1.75 postpaid of *Survey Midmonthly*.

HERE is a carefully written, simple, and very readable statement of what goes on in the process of helping young people make intelligent plans about their vocational futures. While of primary use to those engaged in the field of counseling, it is written for the most part in non-technical language, easily read by the interested layman. Its several sections deal with the counselor's work with the client, with the relation of such an agency as the Junior Consultation Service to other services concerned with youth guidance, with the procedures followed, and with the contributions of the psychologist and the testing program.

Anyone, professional or layman, interested in counseling young people will find this a veritable handbook of what to do and how to do it. The inclusion of a complete list of forms, together with suggestions for their use, is an instance of the practical values of the book.

The counselor-client relationship is properly made the center of the process. The chapter dealing with the task of the psychologist and the information secured through the testing laboratory explains how these functions serve the counselor-client relationship without dominating it. The sections dealing with the relationship of the counselor to the placement interviewer in the State Employment Service, to the case worker from the social agency, and to the teacher in the school, outline methods of cooperation between agencies that are not only helpful to the client but are also suggestive of a kind of cooperation between youth-serving agencies of which more is needed.

The Junior Consultation Service itself illustrates a fine kind of cooperation

Blackstone

Edward T. Devine

between a private and a public agency. The Vocational Service for Juniors had had many years of successful experience in New York City in dealing with the guidance and placement of boys and girls. With it the junior division of the State Employment Office had the vision to enter into a joint enterprise by which it availed itself of this experience and training. Out of this cooperation came the Junior Consultation Service; and out of its four years' experience has come this helpful statement that will contribute to the improvement and extension of services of vocational guidance for youth in other cities and states.

Y.M.C.A., New York J. H. BENTLEY

"The Cure of Souls"

PASTORAL PSYCHIATRY, by John Sutherland Bonnell. Harper. 237 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS book exemplifies to an unusual degree the conviction that more depends on personality than on either methods or theories. Its author is one of those gifted by nature for advisory work. In fact he discovered his vocation as a boy. His father was for many years on the staff of a mental hospital in Nova Scotia, and gave his son every opportunity to know and later to help patients toward recovery. The personal experiences narrated in this volume reveal Dr. Bonnell as a man of power equal to such an occasion as the sudden intractability of a patient who could be restrained only by the most alert intelligence with gentleness and wisdom substituted for the straight jacket. So, beginning with the insane, Dr. Bonnell was prepared to an exceptional degree for his work as a Christian counselor. As a result, we have in his book not a complete theory of personal problems, nor any discussion of mental types as a whole, but an individual approach in which religious idealism is paramount. As a firm believer in Christianity of the Evangelical type, Dr. Bonnell combines pastoral psychology and the religious approach without spending time over controversial matters or modern doubts. His exposition is for the most part conversational, based on actual cases, with frequent references to prayer as inner experience, and to perversions and sins in which plain speaking takes the place of the current tendency to compromise and minimize. Hence this book will aid greatly theological students preparing themselves as spiritual advisers, and ministers in the process of developing a technique in "the cure of souls."

Brooklyn, N. Y. JOHN H. LATHROP

Teaching Teachers

REDIRECTING TEACHER EDUCATION, by Goodwin Watson, Donald P. Cottrell and Esther M. Lloyd-Jones. Teachers College, Columbia University. 105 pp. Price $1.35 postpaid of *Survey Midmonthly*.

WHILE professional training institutions such as those of medicine and law are coming in for criticism as being far removed from experience, this little book seems to be trying to get on their vanishing bandwagon. In vain have I searched its pages to discover a glimmer of recognition of teaching as an art. In a short chapter entitled "Participation as a Part of Professional Preparation," I find that only part of the participation refers to that of the classroom. The rest is on using community contacts.

In a day when progressive schools are rapidly increasing—schools founded to combat the old formal academic curricula aimed at intellectual development only—it is discouraging to find that people who are leaders in their advocacy of the new type of education are standing for such a professionalized program for teachers as is here stated. One is inclined to turn back and examine the progressive schools for which teachers presumably are being trained. There is plenty of evidence that, under the cover of "extra-curricular" activities, these schools are as intellectualized as ever. "Extra-curricular" means no credit toward promotion. In most progressive schools children are not in fact promoted because they have reached a certain level of maturity, good judgment, capacity for growing artistic merit. Thumbs down on all this!

One can see that expediency underlies both the progressive school curriculum and the proposition for teacher training.

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In the curriculum the excuse is that the children must meet the college entrance requirements. But the motive is a bit harder to trace in the matter of teacher training. I understand that the leading teachers' colleges cannot be financed except through students' fees, and that this makes large classes necessary—classes so large that there is little opportunity for student observation of children and still less for practice teaching. Teachers' training schools at least should advocate methods of training which include experience, as well as those methods which lie along the intellectual opportunities outlined in this book. One could wish that the training schools might have financial support which would leave them free, for I am sure that the professional people responsible for the programs offered are compromising with a much deeper interest.

I do not discount the splendid recommendations made by the authors for participation in community life and for broadening the outlook to include world affairs, but I could wish that their book contained less of courses and degrees and more food for thought.

CAROLINE PRATT
Principal, City and Country School
New York

Not Quite Everything

OUR SEX LIFE: A GUIDE AND COUNSELOR FOR EVERYONE, by Fritz Kahn, M.D., translated from the German by George Rosen, M.D. Knopf. 459 pp. Price $6 postpaid of *Survey Midmonthly*.

BETWEEN the covers of this book is a museum. For color plates of three dimensional value one recalls nothing comparable in this field, nor any better printing. The similes are as happy as Hartmann's; the italic first lines of paragraphs as forceful as Folsom's; the certainty and finality go further than the Fuehrer—being literally hitleric in type. One hesitates to point out serious defects where there is much excellence, but this may cancel out because of the prominence given to old sex museum specimens, such as most women showing "astronomical exactness"; those whose touch during periods wilts flowers; breath odors as sure detection; and, above all, nuptial rape.

Sex education is outlined, but actual premarital consultation omitted. We would have welcomed detailed statements, like those of Dr. Marie Kopp, concerning the methods and results coming from Germany's conspicuous leadership in complete histories and physical examinations by the hundreds of thousands before marriage—and not mere blood tests, as with us. Moreover, with the all-inclusive subtitle and very full consideration of birth control, a New York publisher might have verified the conferring on Mrs. Sanger of a medical degree and a Supreme Court victory, and

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our alleged conveniences in getting contraceptives from slot machines.

Most of the color plates are allotted to syphilis and gonorrhea, and they picture the uterus as an octopus. Sterility and sterilization, abortion, prostitution and the sex variants receive consideration more extensive than in most books of this kind. The whole territory is on the map, yet this "guide for everyone" cannot compare with several readily available American counselors.

ROBERT L. DICKINSON, M.D.
New York

Boredom Has Its Uses

THE PSYCHOLOGY OF MAKING LIFE INTERESTING, by Wendell White. Macmillan. 215 pp. Price $2.50 postpaid of *Survey Midmonthly.*

ACCEPTING the fact of boredom and tedium as the great drags of modern life, Professor White describes the causes of boredom and finds them in the routine and monotony of modern city life. He insists that variety is Nature's great antidote and that, where life does not provide it, the individual must seek it consciously in society, sport, art, music, reading, radio and travel. The book is divided into three sections dealing with people in life situations in general, presenting unwholesome behavior due to tedium, furthering mental health.

The main interest in the book to me was that boredom was a cause for action, not for resignation; and that an interesting, varied life was a goal to be attained consciously by each individual.

GULIELMA F. ALSOP, M.D.
Barnard College

Run of the Shelves

SOCIAL SECURITY IN THE UNITED STATES: AN ANALYSIS AND APPRAISAL OF THE FEDERAL SOCIAL SECURITY ACT, by Paul H. Douglas. McGraw-Hill. 492 pp. Price $3.50 postpaid of *Survey Midmonthly.*

THIS second edition of a book first published in 1936 has new chapters covering developments in 1936, 1937 and the early months of 1938.

SEVEN ROADS TO SAFETY, by Paul G. Hoffman. Harper. 87 pp. Price $10 postpaid of *Survey Midmonthly.*

A COMPACT summary of the vital problem of automobile safety, by the president of the Automobile Safety Foundation, together with a program of positive action presented so simply as to have universal appeal.

THE STORY OF ASTRONOMY, by Arthur L. Draper and Marian Lockwood. Dial Press. 394 pp. Price $3 postpaid of *Survey Midmonthly.*

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A Social Study of Pittsburgh; Community Problems and Social Services of Allegheny County. By Philip Klein and Collaborators. $4.75.

The Social Component in Medical Care. By Janet Thornton. Second Printing. $3.00.

Social Case Work; An Outline for Teaching, with Annotated Case Records and Sample Course Syllabi. Edited by Mary Antoinette Cannon and Philip Klein. Published for the New York School of Social Work. $5.00.

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NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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THE PAMPHLET SHELF

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TOWARD A HEALTHY AMERICA, by Paul De Kruif. Public Affairs Pamphlet No. 31. Public Affairs Committee, 30 Rockefeller Plaza, New York. 31 pp. Price 10 cents.

A discussion of the lag between the scientific discoveries and their application and the factors which cause this lag. An appeal for a volunteer army of health enthusiasts to fight outstanding menaces to America's health.

HANDBOOK ON TUBERCULOSIS FOR PUBLIC HEALTH NURSES, by Violet H. Hodgson, R.N. National Tuberculosis Association, 50 West 50 Street, New York. 92 pp. Price 50 cents.

A compact, useful manual which has gone through several editions. It includes diagnostic information, suggestions for chest clinics, for home visiting, hospital regimen in the home and supervision of family affected.

International Relations

WANTED: GOOD NEIGHBORS, by Nicholas Roosevelt. The National Foreign Trade Council Inc., 28 Beaver Street, New York. 48 pp. Price 5 cents.

The result of the author's trip to the Eighth Pan-American Conference at Lima. He discusses the need for closer ties with Latin America, analyzes the difficulties and indicates how they may be overcome.

BATTLES WITHOUT BULLETS, by Thomas Brockway. Illustrated by Bunyi Tagawa. Headline Book No. 18. Foreign Policy Association, 8 West 40 Street, New York. 96 pp. Price 25 cents.

The war discussed is a world war on the economic front, a war for foreign markets and raw materials. Intended for people who are interested in what is happening in the world today but who cannot find information which is accurate and unbiased and at the same time simple, clear and easy to understand.

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AND SO TO COLLEGE, by John A. Ledlie. Association Press, 347 Madison Avenue, New York. 70 pp. Price 45 cents.

The experiences of freshmen in adjusting themselves to the college environment, their opinions on competition, scholarship, fraternities, extra-curricular activities, sex freedom and alcohol. Specific suggestions for group discussion and action, a possible program resource for Hi-Y clubs, church young people's organizations, groups of highschool seniors.

FROM BUILDING TO NEIGHBORHOOD. 60 pp. Price 50 cents. YOUR NEIGHBORHOOD CLUB, 108 pp. Price 60 cents. Both by Abel J. Gregg and Charlotte Himber, Association Press, 347 Madison Avenue, New York.

The first urges that boys are more important than buildings, growth than gymnasiums, communities than cafeterias. Discusses steps in decentralization, group leadership and supervision, financing, recruiting. The second publication supplements the first. Based on experiences and reports of neighborhood work with boys, it discusses different types of clubs, problems of organization, programs, utilization of community resources, contacts with parents.

Social Welfare

HOW LONG ARE CLIENTS ON RELIEF? by Benjamin Glassberg and Alexander J. Gregory. American Public Welfare Association, 1313 East 60 Street, Chicago, Ill. 34 pp. Price 30 cents.

An attempt to present some relevant facts concerning this problem as a basis for an appropriate program. Tables based on studies of 1634 relief cases active in Milwaukee, January 1, 1937.

THE PSYCHOLOGICAL AND SOCIOLOGICAL IMPLICATIONS OF MALADJUSTMENT AND DELINQUENCY, by George H. Chatfield. Board of Education, 154 East 68 Street, New York. 160 pp. Price 60 cents.

The director of the Bureau of Attendance discusses the problem of the delinquent, influences affecting him, statistical tables summarizing data from the annual report (1934) of the commissioner of correction, State of New York.

Miscellaneous

SMALL LOAN LAWS OF THE UNITED STATES, by LeBaron R. Foster. Pollak Foundation for Economic Research, Newton, Mass. 23 pp. Price 10 cents.

A condensed summary of such laws in the thirty-six states that have any, and comments on their working in certain selected states.

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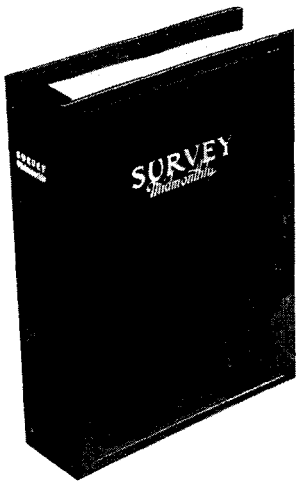

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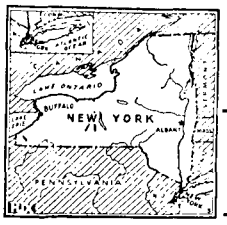

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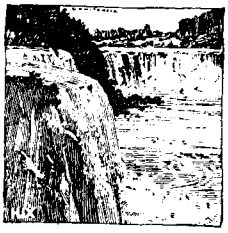

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Meetings—Erlanger Theatre
A Population Policy—June 19, 4 P.M. The Birth Control Clinic as a Community Resource, June 21, 3:30 P.M. Birth Control as a Public Health Measure, June 23, 2 P.M.

CHILD WELFARE LEAGUE OF AMERICA, INC.
Consultation at Booth and Statler Hotel
Afternoon sessions: Monday, Tuesday, Thursday and Friday
Luncheon Meeting: Wednesday noon, Lafayette Hotel
Dinner Meeting: Thursday evening, Lafayette Hotel

CHURCH CONFERENCE OF SOCIAL WORK
Afternoon meetings at St. Luke's Episcopal Church. For program and information address: L. Foster Wood, Secretary, 297 Fourth Avenue, New York, N. Y.

COMMUNITY CHESTS AND COUNCILS, INC.
Consultation Service, Statler Hotel

COUNCIL OF WOMEN FOR HOME MISSIONS
297 Fourth Avenue, New York. See Conference Program
Social Work with Migrant Laborers and American Indian

EPISCOPAL SOCIAL WORK CONFERENCE
June 16-17. Hotel Touraine
Theme: The Church and the Family
Rev. Almon R. Pepper, Exec. Sec. Programs available at 281 Fourth Avenue, New York, N. Y.

FAMILY WELFARE ASSOCIATION OF AMERICA
Family Social Work Dinner, Thursday P.M., Hotel Statler, Speaker: Dr. O. Spurgeon English. Publications Display: THE FAMILY, books, and pamphlets, Statler lobby

JOINT COMMITTEE OF TRADE UNIONS IN SOCIAL WORK
Afternoon sessions: Monday, Tuesday, Thursday and Friday, Court Street Theatre
Consultation Service. Booth at Headquarters Hotel
Buffalo Hotel: Headquarters for Joint Committee

LIFE INSURANCE ADJUSTMENT BUREAU
Fillmore Hotel
June 19-20—2:00 P.M. June 21—3:30 P.M.
Subjects: Social Case Work and Family Resources: Old Age Assistance Recipients: Financial Resources Development; State wide program of Life Insurance Adjustments

NATIONAL ASSOCIATION FOR AID TO DEPENDENT CHILDREN
Headquarters—Statler Hotel
Consultation and Exhibit

NATIONAL ASSOCIATION FOR THE STUDY OF GROUP WORK
Annual Meeting—Buffalo, New York, June 20-22, 1939
For details, program information, etc., write to M. W. Beckelman, program chairman, Room 1601, 381 Fourth Avenue, New York, N. Y.

NATIONAL ASSOCIATION OF GOODWILL INDUSTRIES
Consultation at Goodwill Industries Booth

THE NATIONAL ASSOCIATION OF TRAINING SCHOOLS
Headquarters, Lafayette Hotel, Buffalo, N. Y.
Exhibit: National Conference of Social Work, Headquarters Building.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES OF AMERICA
June 18, 2:30—Meeting for Y.W.C.A. board and committee members. 6:00—Informal supper, Y.W.C.A. delegates
June 22—7:00—Dinner, Y.W.C.A. delegates
June 23—2:00—Special meeting Girl Reserve secretaries

NATIONAL CHILD LABOR COMMITTEE
Consultation at booth
Luncheon meeting on Migrants: June 21, Hotel Fillmore
Speakers: Eduard C. Lindeman; Hon. H. Jerry Voorhis

NATIONAL CONFERENCE OF JEWISH SOCIAL WELFARE
Annual Meeting, Hotel Statler, Buffalo, June 14-18.
For details, program information, etc., write to M. W. Beckelman, Secretary, 67 W. 47 St., New York, N. Y.

THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS
Tuesday breakfast and Thursday afternoon meetings for Y.M.C.A. people. Consultation and information at Association Press booth.

NATIONAL FEDERATION OF SETTLEMENTS, INC.
27th Conference. Hotel Samuels. Jamestown, N. Y. June 16-18. Preservation of the Democratic Ideal.
At Buffalo: Monday, June 19th and Tuesday, June 20th, 2-3:30 P.M., Perkins Hall, Y.M.C.A.

NATIONAL PROBATION ASSOCIATION
June 16-21, Statler Hotel
Subjects: probation, parole, juvenile courts, community preventive movements.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio
Consultation service and literature at Society's Booth.
June 21, Luncheon program at Athletic Club
June 22, Afternoon program, Athletic Club
June 23, Delegates join in program of the National Council for the Physically Handicapped

THE RUSSELL SAGE FOUNDATION
Invites delegates to the Buffalo Conference to visit its large display of books, pamphlets, and bibliographies of interest to social workers. Several staff members will be available for consultation.

SOCIAL WORK PUBLICITY COUNCIL
Practical discussions of publicity and public relations—display of literature—"After Hours"—consultation service. Delegates are invited to headquarters booth.

SURVEY ASSOCIATES, INC.
Survey Graphic and Survey Midmonthly
Book Exhibits

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Dr. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF CINCINNATI, Cincinnati, Ohio
Program of Training for Public Welfare Administration

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Rev. Edward S. Pouthier, S.J., L.L.S., *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Dr. Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum in Social Work, 40 East Ferry Street Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N. W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Acting Director*

UNIVERSITY OF NORTH CAROLINA, Division of Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
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WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
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WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
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